

CA20N

AJ61

- 78R26

Ontario  
Police  
Commission



Ontario







A REVIEW OF REGIONALIZED  
POLICING IN ONTARIO



Digitized by the Internet Archive  
in 2022 with funding from  
University of Toronto

<https://archive.org/details/31761114690530>

A REVIEW OF REGIONALIZED  
POLICING IN ONTARIO

Initiated by

The Ontario Police Commission

Prepared by

S.C. Fairweather

Advisor to the

Ontario Police Commission

May 1978



#### ACKNOWLEDGEMENT

The Ontario Police Commission gratefully acknowledges the assistance rendered by Governing Authorities and Chiefs of Police in providing submissions on the subject of regionalized policing. We have borrowed liberally from these sources, particularly the Review of Regional Policing, 1974-1977, by the Hamilton-Wentworth Regional Police Force.





## TABLE OF CONTENTS

<u>SECTION</u>		<u>PAGE</u>
1.	INTRODUCTION	1
2.	BASES FOR COMPARISON	3
3.	Comparisons of Police Costs	6
	1. Costs - Per Capita	
	2. Costs - Equalized Assessment	
	3. Costs - Other than Salaries	
4.	COMPARISONS OF POLICE COVERAGE	8
	1. Hours - Per Capita	
	2. Population Ratios	
	3. Population	
5.	COMPARISONS OF CRIME & CLEARANCE RATES OF PERFORMANCE	11
6.	COMPARISONS OF POLICE ORGANIZATION & SERVICES	14
	. Community Programs in Crime Prevention	
	. Criminal Intelligence & Organized Crime	
7.	PLANNING FOR REGIONAL POLICING	24
8.	AN OVERVIEW OF THE STATUTORY BASE FOR REGIONAL POLICING	27
9.	ORGANIZATION METHODOLOGY FOR REGIONAL POLICING	31
	1. Definition	
	2. Principles of Organization	
	3. Field Operation Functions	
	4. Administration & Services Functions	

SECTION

PAGE

10.	CONTROL OF THE ORGANIZATION	36
	1. Delegation of Authority & Chains of Command	
	2. Span of Control	
	3. Delegated Supervision	
	4. The Functioning of the Organizational Structure	
11.	REGIONAL POLICE ORGANIZATION EXAMPLE	41
12.	CONCLUDING COMMENTS	74



## INTRODUCTION

Regionalized policing commenced in January 1971 with the formation of the Niagara Regional Police Force. Since that date, eight other areas have amalgamated their Police Forces.

Thus, ten Regional Police Forces, including Metropolitan Toronto, now provide law enforcement and protection services to more than fifty percent of the population of the Province of Ontario. The remaining population is serviced by 118 Municipal Forces, which range from one-man operations to City-size Forces, with staff complements of several hundred personnel.

Many studies and much argument has occurred in the years prior to and following regionalization as to the economic and operational viability of amalgamated policing. The arguments against amalgamation have, in the main, focused on three main points, which have been generally expressed as follows:

1. A regional police force will necessarily cost more to the taxpayers in those municipalities with lower police costs per capita;
2. A genuine need for a regional force is not apparent at this time;
3. A large regional force will be less personalized, with less intimate relations between the police and the public.

The reviews contained in this report examine each of these arguments against an empirical base of information and statistics representing the regionalization experience from which an objective assessment is now possible.

From the standpoint of *cost*, the facts speak for themselves. While providing a very high standard of equipment and other support resources, the remuneration and benefits of officers and civilians is the highest in Canada. In spite of this, regionalized policing clearly demonstrates the lowest cost consistent with the coverage and protection provided.

The question of *need* is very much related to cost, and in this regard, the results respecting coverage, organizational flexibility, self-sufficiency provide a substantial case for justification on the basis of need.

Finally, to address the ever-recurring argument respecting the loss of *personalized policing*, this report provides an outline of the Community Relations program that exists in Hamilton-Wentworth Regional Police Force. The intensive focus of personal and direct public contact, through the initiatives contained in the many *personalized* community services, far exceeds the informal approach in terms of overall public impact and benefits.

*The conclusion submitted is that regional policing is more economically and operationally viable than any other form of policing. Furthermore, it offers the best long-term capability to cope with, and contain, the law enforcement challenges and problems of the future.*

To support this conclusion, this report addresses the various facets of policing in a collectivized review of cost and service performances, as compared to the performance experienced in Police Forces of various sizes and organizational formats. In every instance, the empirical information provided demonstrates that from the many viewpoints from which it may be judged, regional policing is equal to or better, in most cases, to any other approach to law enforcement and public protection.

The previously stated arguments against regionalized policing, when put to the test in the light of actual experience, are not supportable, as the ensuing comparisons demonstrate, from neither the cost, need, or community contact viewpoints.



## PERFORMANCE COMPARISONS





BASES FOR COMPARISON

It has been argued that "bigger is not necessarily better", therefore, in the long run, regionalized policing will be more costly and less personalized than smaller localized Police Forces, and that, as a result, the quality of law enforcement and public protection in Ontario may suffer.

It is now possible to appraise these assertions in a retrospective review of the transition to regional policing and, using various criteria, assess the performance of regional Police Forces by current measurable standards.

On an individual basis, certain Police Forces demonstrate a markedly better level of performance than others.

However, preliminary studies have shown that any individual comparisons of a regional Police Force with a similarly large city Police Force are misleading, as each Police Force has unique characteristics of geography, population, etc. Therefore, the comparisons presented in this review are made on a collective basis, comparing eight regional Police Forces with the eight largest city Police Forces. Where applicable, the dollar and service performances of smaller Police Forces are also utilized according to the aspect of policing being reviewed.

Thus it is submitted that, collectivized comparisons, representing police coverage relating to large segments of the population, are the most reasonable and objective yardstick, that can be applied at this time.

It must be stressed that no comparison offered in their review intends, in any way, to imply that the *quality* of policing varies between regions and other municipalities.

The case presented is that, in quantitative terms, viz., coverage and range of services, regionalized policing is both economic and viable, and offers the best potential to meet future demands. The statistics

presented in this section demonstrate that Regional Police Forces can maintain a *level* of coverage and quality that is more economic and flexible than smaller forces and, collectively, large city Forces.

This is because a regionalized area facilitates a lower number of officers per thousand population through the suburban/urban mix of coverage requirements. Efficiency is not diminished because of the ability to quickly re-deploy manpower as needed through large numbers. Thus, regional policing provides an optimum balance of coverage and service at lower cost to the taxpayer.

At both ends of the scale, there is a distortive effect if the Metropolitan Toronto Police Force and the Haldimand-Norfolk Regional Police Force are included in the comparisons.

At the one end, Metro Toronto Police Force, with its highly urbanized geography and special conditions, and a complement equal to the rest of the municipal forces in Ontario, tends to distort the collective averages of regional-size Forces. At the other end of the scale, Haldimand-Norfolk Regional Police Force, with a total of 72 police officers, has a smaller complement than the smallest of the eight city Police Forces used in this review. Furthermore, Haldimand-Norfolk Regional Police Force only polices roughly fifty percent of the regional population. For these reasons, both extremes are excluded from the comparisons provided.

In reviewing performance levels associated with policing, a number of criteria are offered, as no single factor can provide a sufficient basis for a comprehensive comparison.

Therefore, the comparative statistics take into account the following factors:

1. Comparisons of Police Costs
2. Comparisons of Police Coverage
3. Comparisons of Crime and Clearance Rates
4. Comparisons of Police Organization and Services

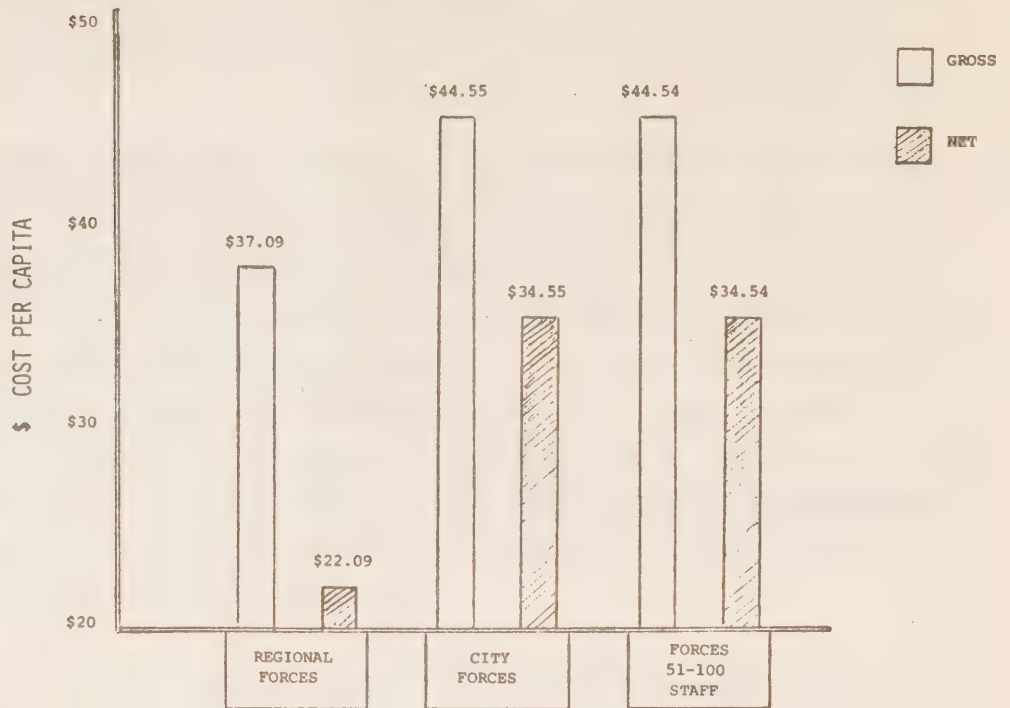


The exhibits presented in this review provide an assessment of the various performance levels associated with both dollar costs and non-dollar measures, e.g., hours of service.

In the interest of consistency, adjustments have been made where necessary to compensate for the variations in budget policy as they occur from one municipality to another. An example is the policy, in some jurisdictions, to charge the police budget with the cost of buildings and accommodation, whereas, in other jurisdictions it is not included in the police budget. As this can affect the cost-per-capita by several dollars, it is necessary to compensate in order that the basis of comparison is consistent.

EXHIBIT A

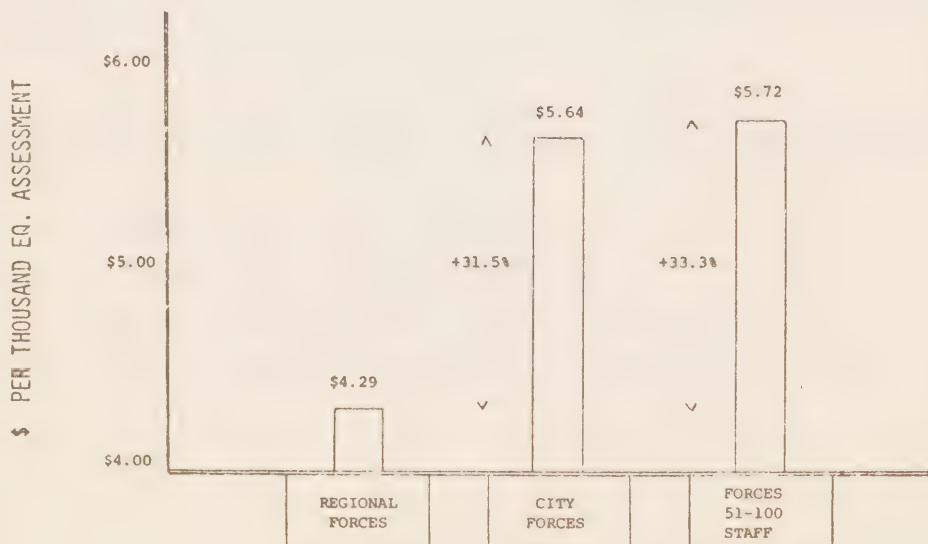
1976  
PER-CAPITA COST OF  
MUNICIPAL POLICING



NOTE: NET PER-CAPITA IS THE COST AFTER  
DEDUCTING THE PROVINCIAL PER CAPITA GRANT

EXHIBIT B

POLICE COSTS PER \$1000  
OF EQUALIZED ASSESSMENT





COMPARISONS OF POLICE COSTS1. COSTS - PER CAPITA COMPARISONS

A comparison of the eight largest municipal Police Forces with eight regional Police Forces reveals a marked difference in cost amounting to \$7.46 per capita. See Exhibit A.

Thus, the cost of regional policing is 16.7% lower on a per capita cost basis. This is further affected by the Provincial grant, which is \$5.00 per capita higher for regional Forces, resulting in an overall difference of \$12.46 per capita, or 28.0% lower than for municipal Forces.

However, it is necessary to offer other methods of comparison as the per capita factor does not take into account every influencing variable.

2. COSTS - EQUALIZED ASSESSMENT

Expressed in terms of cost per thousand dollars of equalized assessment, the respective police budgets for regions and cities show a significant difference, with the overall average cost per thousand E.A. amounting to \$4.29 in regions, and \$5.64 in cities. The cost of policing in cities is therefore higher than regions by a substantial 31.5% when expressed as a percentage of the land and property taxation base. See Exhibit B.

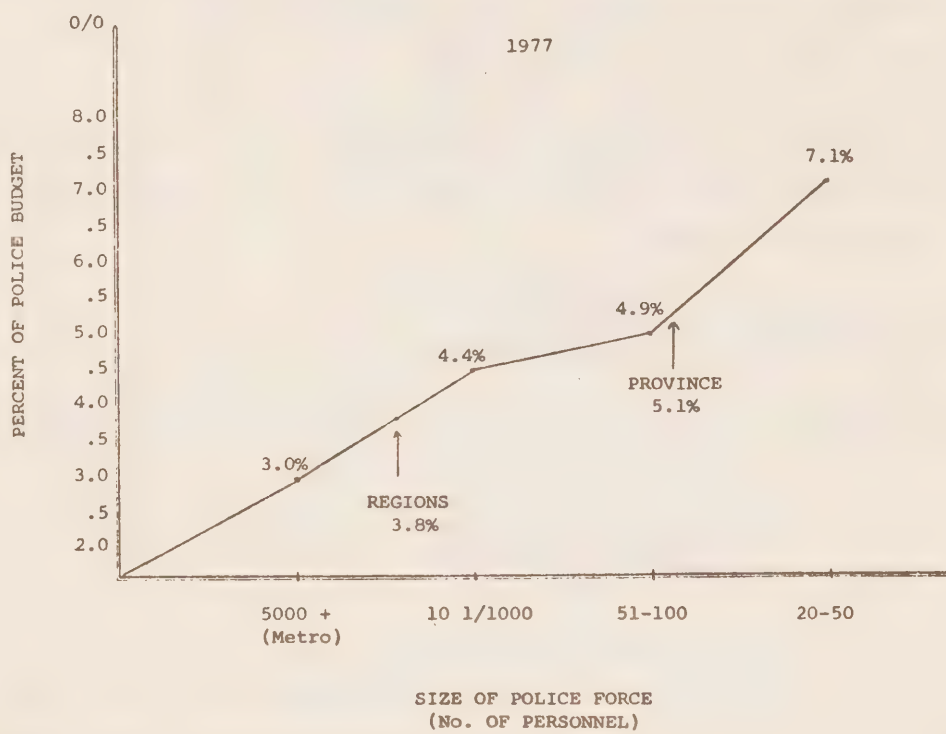
3. COSTS - OTHER THAN SALARIES

The cost of salaries and benefits accounts for most of the overall cost of policing. In 1977, the percentage of dollars allocated to salaries and benefits was over 85%.

The remaining 15% represents the cost of mobile equipment, electronic equipment, and all other costs. Since the cost of mobile and electronic equipment involves capital outlay, which varies from year to year, any attempt to compare one Police Force with another can be misleading. However, all other

EXHIBIT C

PERCENTAGE OF POLICE BUDGET  
ALLOCATED TO SUPPLIES & SERVICES



residual costs associated with stores supplies, equipment, stationery, etc., are annually recurring expenses representing over 13 million dollars to the municipal police community.

The exhibit opposite illustrates that the proportion of these other costs are directly related to the size of the Police Force; thus demonstrating the effect of economies of scale that is facilitated in larger Forces.

The extracted percentage of "other costs" for regional Police Forces is 3.8%, compared to the 5.1% overall average for the Province of Ontario.

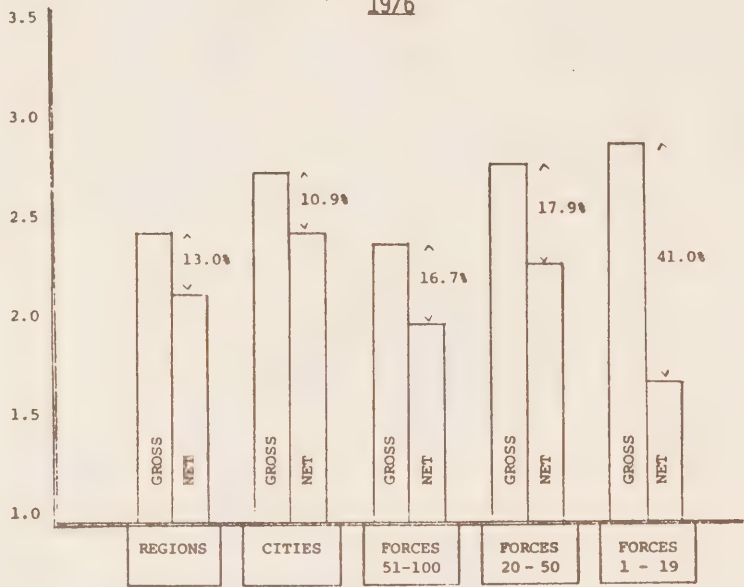


EXHIBIT D

POLICE HOURS OF SERVICE - POPULATION  
PER-CAPITA GROSS & NET

1976

GROSS HRS. = ALL POLICE OFFICERS (INCL. ADMINISTRATION)  
NET HRS. = OPERATIONAL POLICE OFFICERS ONLY



NOTE: FORCES 51-100; 20-50; 1-19 REFERS  
TO THE FORCE SIZES ACCORDING TO  
THE NUMBER OF PERSONNEL ON STAFF

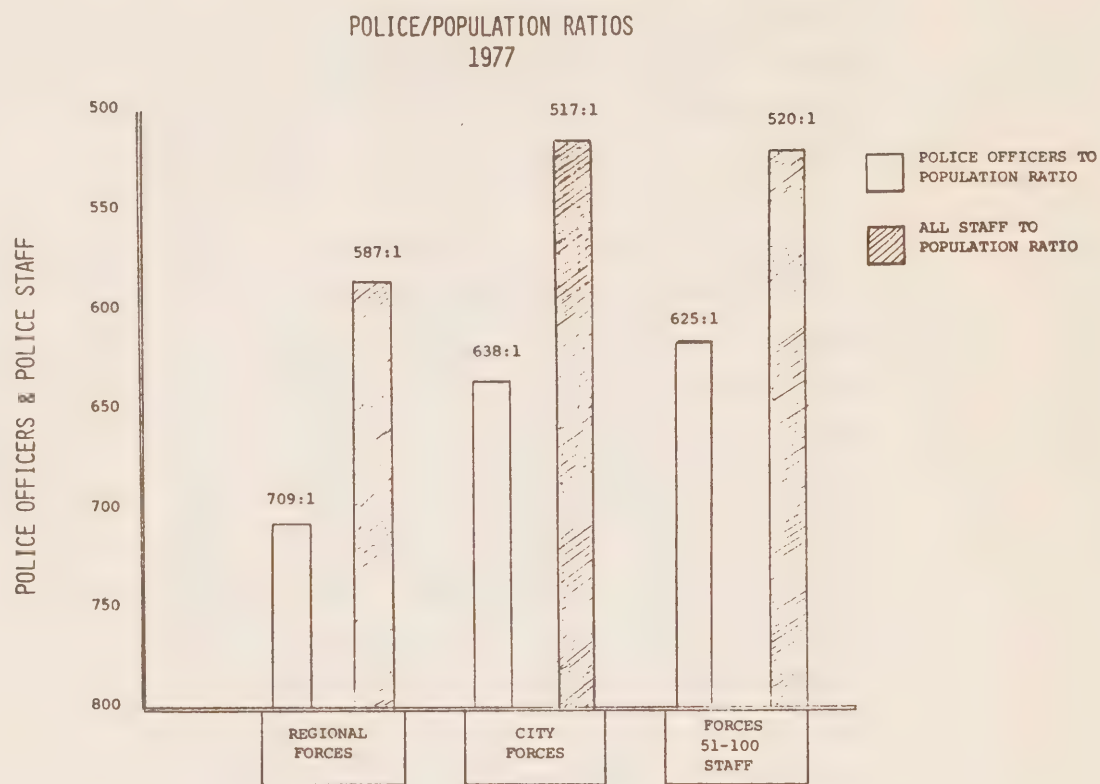
COMPARISONS OF POLICE COVERAGE1. POLICE COVERAGE - HOURS PER CAPITA

A useful measure, which has been successfully applied by the Ontario Police Commission, is to express Police Force performance in terms of hours of service per capita of population. The value of this indicator is that it is not affected by inflation. That is to say that, while the cost of one hour of a police officer's time will vary from year to year through salaries and benefits, and other inflationary increases - an hour of service remains constant, and is therefore directly comparable from year to year.

A further refinement is to express the man-hours available to a Police Force in terms of both gross and net hours of population service per capita. Gross hours is the population per capita available hours of all police officers in a Police Force. Net hours is the per capita service of those officers which are operational. Thus, the difference between gross and net hours is an indicator of the extent to which police officers are being used in administrative and support functions, viz., non-operational. A certain proportion of police officers must, of necessity, be assigned to non-operational roles, e.g., management and supervisory. However, if where there is an over-allocation the effect is readily seen as a loss to the police coverage in that municipality.

Exhibit D indicates that the difference in hours of service gross and net in regional and city Police Forces is marginal, with the percentage of police officer hours allocated to non-operational functions falling between 11% and 13% of the gross hours. However, the percentage increases substantially in smaller Police Forces - the average being approximately 17% for Forces with 20 to 100 police officers, and 41% for Forces with 1 to 20 officers.

EXHIBIT E





The conclusion from this statistical indicator is that large Forces, be they regional-size or city-size, benefit substantially from the organizational flexibility associated with consolidated manpower resources.

## 2. POLICE COVERAGE - POPULATION RATIOS

Over the past decade, there has been a steady increase in the ratio of police officers to the provincial population, rising from 1:765 in 1965, to 1:533 in 1976. While there are numerous reasons for this increase, the associated extra cost is a cause for considerable concern at all levels of government and within the police community.

Regional policing has demonstrated that, collectively, the ratio may be contained through the manpower flexibility advantages associated with police officers utilized in a consolidated deployment and coverage capability, viz., regionalized policing. The hours of service per capita may be reduced, without impairing service, thus reducing cost through the lower police officer/population ratio.

Exhibit E demonstrates that the overall rate for eight regional Forces is currently 1:587, compared to the eight cities rate of 1:516.

In economic terms, based on current salaries and benefits, the difference in cost, if applying the regional ratio to the city Police Forces, would be at least 6 million dollars less. The reduction, if applied to the entire province, is even more dramatic at over 16 million dollars.

## 3. POLICE COVERAGE - POPULATION

The coverage provided by regionalized policing is, predictably, more extensive than that provided in non-regionalized Counties or Districts.

## POLICING IN ONTARIO

EXHIBIT F

## PROVINCE - SUMMARY

REGION - COUNTY - DISTRICT	TOTAL		POLICED BY						
			MUNICIPAL POLICE FORCE				O.P.P.		
	NUMBER OF ASSMT. MUNIC.	POPULATION	NUMBER OF MUNIC.	NUMBER OF POLICE FORCES	POPULATION	% OF POPULATION	NUMBER OF MUNIC.	POPULATION	% OF TOTAL POPULATION
REGIONAL MUNICIPALITIES	85	5,076,039	60	14	4,785,403	94.3	25	290,630	5.7
COUNTIES	535	2,535,221	96	95	1,497,986	59.0	439	1,037,235	41.0
DISTRICTS	177	558,563	19	19	384,159	68.8	158	174,404	31.2
PROVINCE TOTAL	797	8,169,823	175	128	6,667,548	81.6	622	1,502,275	18.4

## EXHIBIT G

REGIONALIZED COUNTIES	DATE OF ENACTMENT	COMPOSITION					AREA IN SQ. MILES	1977 POPULATION	POLICING		
		CITIES	TOWNS	TOWN- SHIPS	VILLAGES	OTHER			REGIONAL %	MUNICIPAL %	O.P.P. %
DURHAM	Jan. 1974	1	4	1	1	-	1028	243,839	82.0	-	18.0
PEEL	Jan. 1974	-	4	1	-	-	267	377,013	94.5	-	5.5
HALTON	Jan. 1974	-	4	-	-	-	381	226,145	98.5	-	1.5
HALDIMAND/ NORFOLK	Apr. 1974	-	5	-	1	1 Port	17	86,841	39.1	-	60.9
SUDBURY	Jan. 1973	1	5	2	-	1 Imp. Dist.	1088	166,767	100.0	-	-
WATERLOO	Jan. 1973	3	4	1	1	-	519	291,164	100.0	-	-
HAMILTON/ WENTWORTH	Jan. 1974	1	2	2	-	-	161.8	409,331	91.9	-	8.1
NIAGARA	Jan. 1971	4	6	1	-	-	476	362,388	89.3	-	10.7
YORK	Jan. 1971	-	4	7	3	-	672	202,232	100.0	-	-
		10.0	38.0	15.0	6.0	2	409.8	2,365,720.0	-	-	-

Exhibits F and G demonstrate that population coverage of the regional Forces under review is between 82% and 100%. In comparison, municipal police coverage within a non-regional County or District falls between 59% and 69% - with the remaining population receiving service from the Ontario Provincial Police.

While various conclusions may be drawn from this comparison, it seems apparent that regionalized Forces demonstrate almost total coverage and self-sufficiency. Furthermore, it is reasonable to claim that the cost of policing is more equitably shared.

Another beneficial result is the minimization of any tendency for overlapping of function and/or coverage that is inherent in a County with several Police Forces, and the O.P.P. providing police services.



## EXHIBIT E

CRIMINAL OFFENCE CATEGORIES  
USED IN REVIEW REPORT

Homicide	Theft: Motor Vehicle	Gaming & Betting
Attempted Murder	*Theft: Over \$200	Offensive Weapons
Sexual Offences	Theft: Under \$200	Other Criminal Code
Assaults (not indecent)	Have Stolen Goods	Drugs Fed. Statute
*Robbery	*Frauds	Other Fed. Statutes
*Break and Enter	Prostitution	Provincial Statutes

\* SELECTED 'BAROMETER' OFFENCES

## COMPARISONS OF CRIME AND CLEARANCE

RATES OF PERFORMANCE

During the period 1967 to 1977, criminal offences in the Province of Ontario have, in overall terms, doubled. Contributing factors to the problem are numerous and varied, impacting on a rapidly changing social scene that represents the working environment of the police officer.

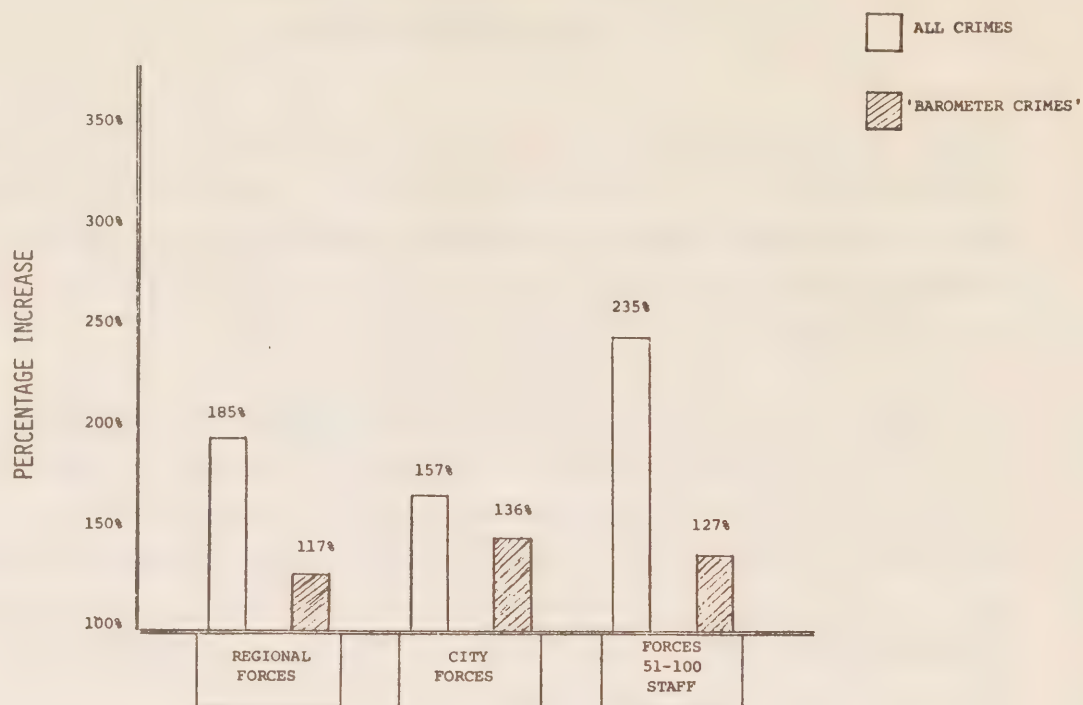
Crime and its containment, and the protection of the law abiding public, is the major function of the police community. Therefore, as far as possible, within the limits of this report and the statistics available, this section provides some bases for comparison in order that an assessment can be made as to the performance of consolidated police resources, viz., Regional policing, in achieving the primary objectives.

In comparison to groupings of Police Forces of various sizes, the statistical exhibits support the conclusions made throughout this report; that Regional Police Forces demonstrate a level of performance equal to, or better than, is collectively experienced by the various groups of Police Forces.

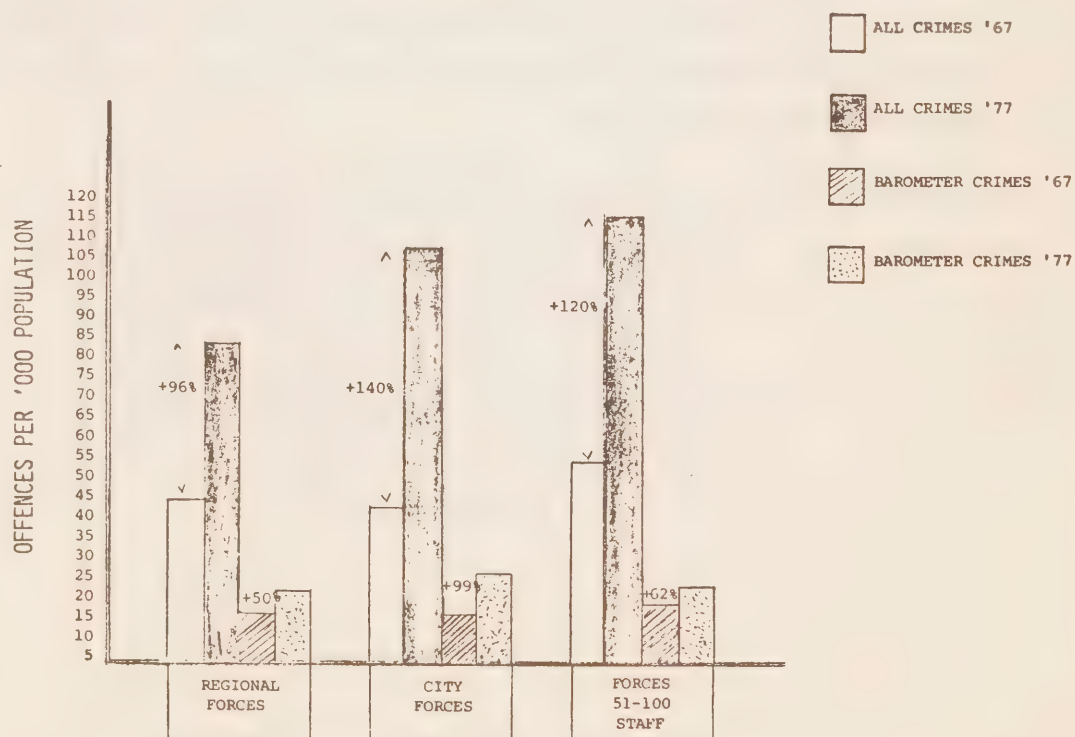
In compiling the criminal statistics, both traffic and by-law offences are excluded. The Criminal Code offences represented are separated into two groups:

- . All offences, listed in Exhibit H, as compiled by the Ontario Police Commission
- . Selected offences, i.e., Robbery, Break and Enter, Theft over \$200, and Fraud. These offences are regarded by many law enforcement authorities as the 'barometer' of crime in the Province.

PERCENTAGE INCREASE IN CRIME  
1967 TO 1977



CRIME RATES PER '000 POPULATION  
1967 AND 1977





The comparisons represent the years 1967 and 1977.

Regionalized policing did not exist until 1971. Therefore, the comparisons for regions are made up of the pre-region formative Forces vs. current Regional Police Forces.

1. CRIME 1967 vs. 1977

The increase in all crimes from 1967 to 1977, is represented in Exhibit I as the percentage increases over the *volume* experienced in 1967, e.g., by 1977 Regional Forces experienced a 185% increase over the 1967 total for the pre-region formative Forces. Therefore, geographically speaking, the largest increase has been in regionalized areas as compared to 157% in large cities, but lower than 235% in smaller Police Forces.

The "barometer" crimes increase falls midway between larger and smaller Cities at 117%.

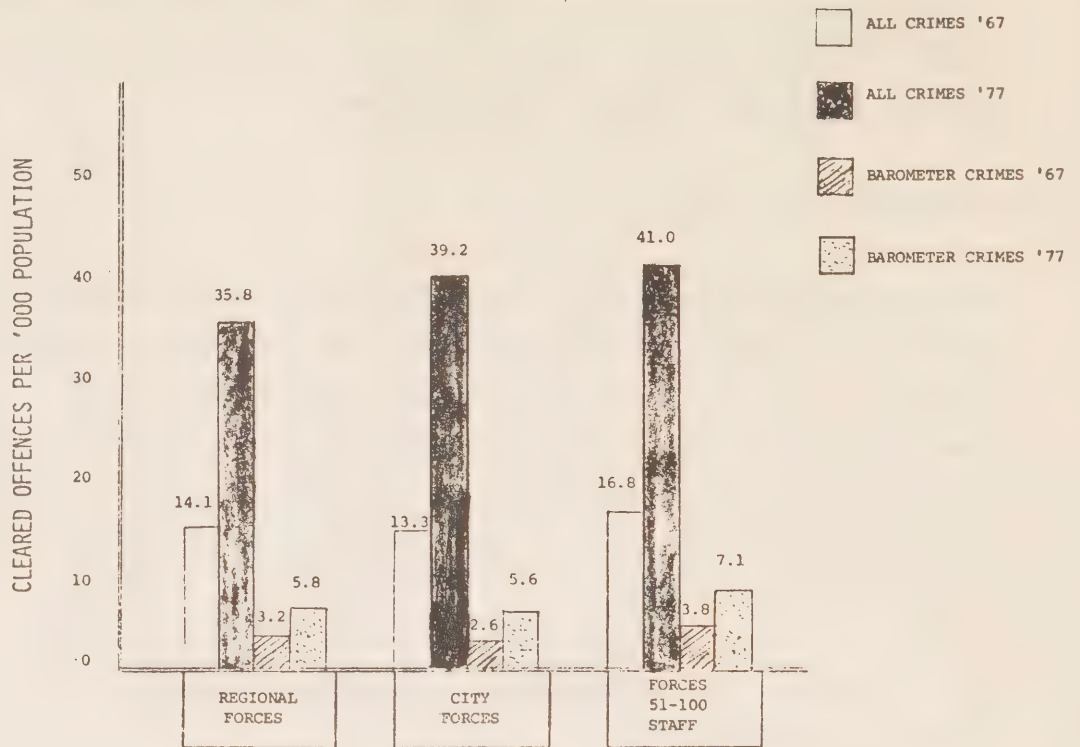
Conversely, Exhibit J depicts a *lower* rate when compiled on the basis of *crimes per thousand population*, reflecting the urban/rural *mix* effect that is characteristic of regionalized policing. The same lower rate is seen in the "barometer" categories, although the 1967 to 1977 rate of *increase* is substantially lower for Regional than for large Cities.

2. CRIME CLEARANCE 1967 vs. 1977

In spite of the substantial increases in criminal offences in the period under review, *all Forces* have demonstrated an improved rate of clearance. There are only minor differences between Regions and larger Cities. However, the differences are more apparent in a comparison between Regions and smaller Cities with regard to both categories, i.e., all crimes and "barometer" crimes. See Exhibit K.

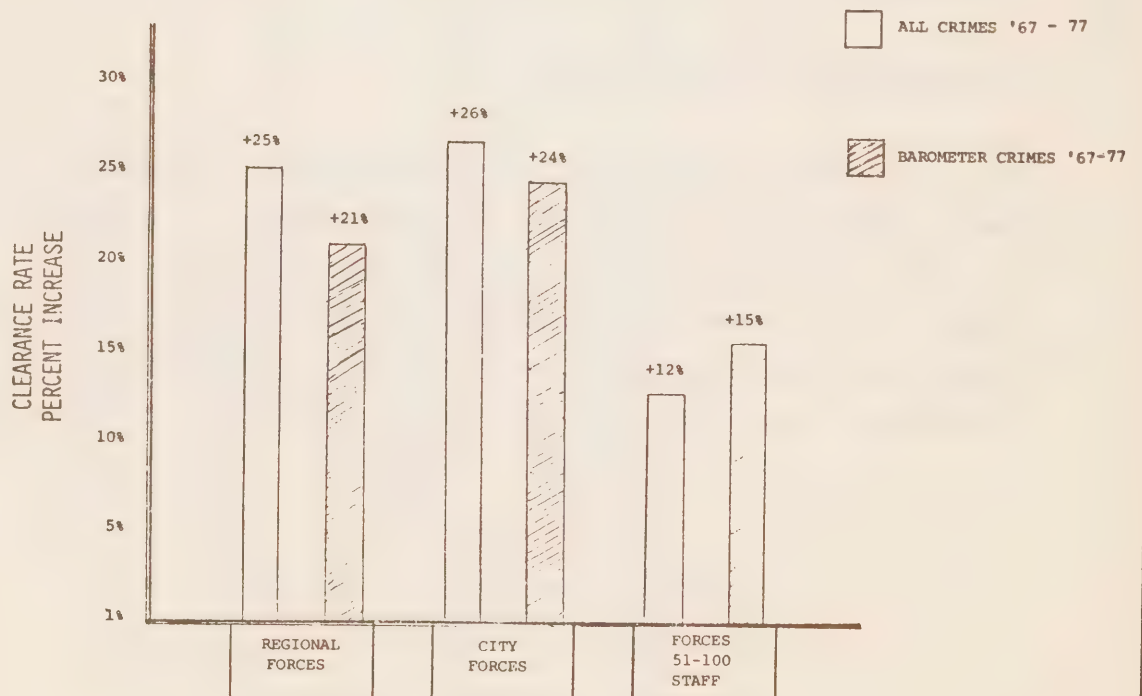
# CLEARANCE RATE PER '000 POPULATION 1967 AND 1977

EXHIBIT K



# CLEARANCE RATE PERFORMANCE

EXHIBIT L



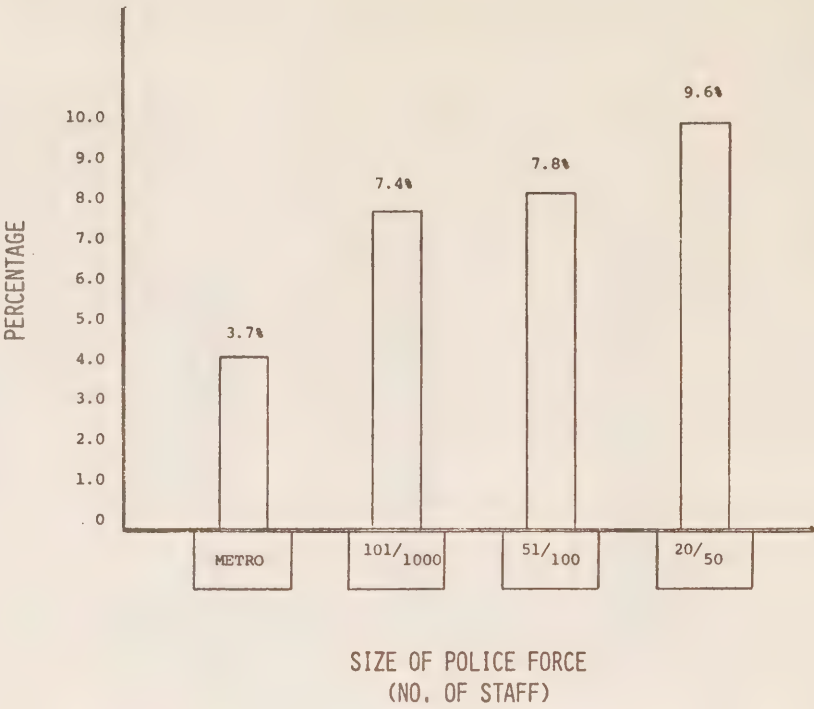
However, in terms of the percentage by which the 1967 clearance rates are improved, Regions and larger Cities substantially exceed the performance of smaller Cities. See Exhibit L.

It is becoming increasingly apparent that the significance of crime statistics and the effects wrought by the increased emphasis on crime prevention through concerted community relations programmes should be more carefully monitored and evaluated. It is the objective of the Ontario Police Commission to implement new information gathering systems and, through the outputs of these systems, apprise Governing Authorities and Police Forces of the trends and activities relating to criminal offences.



POLICE OFFICERS ASSIGNED TO  
NON-OPERATIONAL DUTIES

EXHIBIT M



1977

PROPORTIONS OF SUPERVISORY RANKS  
TO CONSTABLES

EXHIBIT N

SIZE OF POLICE FORCE	ALLOCATION		
	SENIOR OFFICERS	N.C.O.'s	CONSTABLES
REGIONS	3.9%	22.0%	74.1%
CITIES	4.9%	23.4%	71.7%
FORCES 51-100 STAFF	5.6%	23.5%	70.9%

COMPARISONS OF POLICE  
ORGANIZATION & SERVICES

There is an inherent inflexibility associated with small numbers of police officers when circumstances require that several emergent priorities be accommodated at the same time, e.g., heavy workload, court attendance, prisoner transportation, etc.,

This disadvantage is progressively aggravated as the number of available police officers decreases. See Exhibit M.

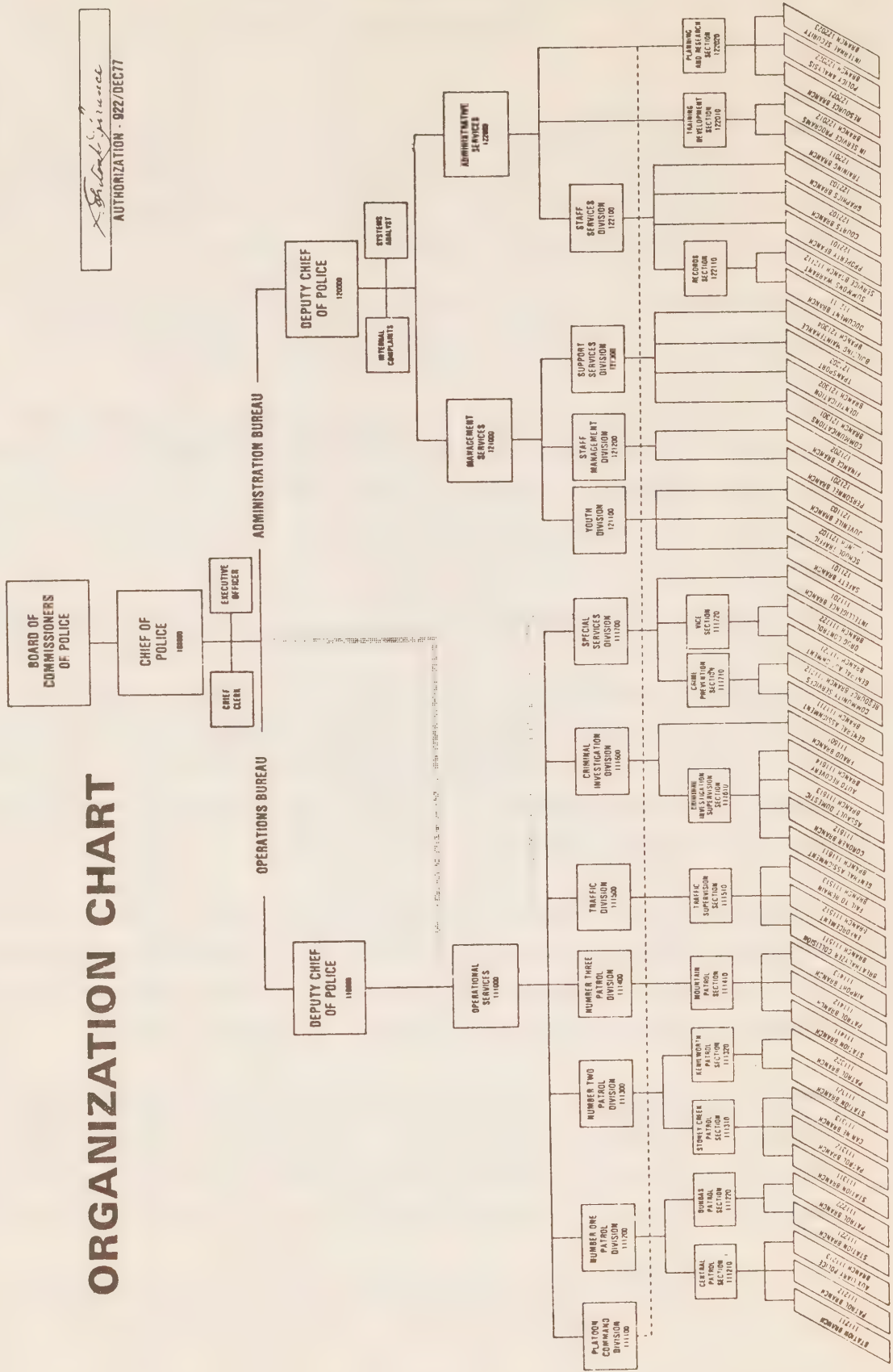
Difficulties arise in the allocation of officers to supervisory and non-operational responsibilities, e.g., administrative and support functions. Exhibit M demonstrates the effect and the associated increase in related dollar cost. This is attributed to the necessity to assign a police officer to supervise such functions as, duty officer and visitor reception, radio dispatch, identification, etc., even though, in smaller Forces, the workload of the function may barely justify the full time assignment of a supervisory police officer. However, as police supervision is essential, this leads to a tendency to overstaff because, even if only one officer is assigned, it usually requires six officers to provide twenty-four-hour-a-day, year-round attendance of one officer because of shifts, vacations, sickness, etc.

The effect is also seen in the rank allocations of senior officers (Inspector up), non-commissioned officers (Sergeants and Staff Sergeants) and Constables. Exhibit N further illustrates the marginally regressive effect as the size of the Police Force decreases.

From the foregoing, it is apparent that the disadvantages stemming from manpower and deployment constraints will be felt in other support programs and services, particularly external activities relating to public relations, crime prevention, and criminal intelligence associated with organized crime.

On the other hand, Regional and other large Police Forces have a distinct advantage that is characteristic of larger numbers of available officers.

Thailand piece  
AUTHORIZATION - 922/DEC77



This advantage is observed throughout the organization of the Force, and in the delivery of police programs and services.

The ensuing resume of a Community Relations program, currently promoted by the Hamilton-Wentworth Regional Police Force, demonstrates the extensive coverage that results from the consolidated manpower available in large Police Forces. It should be noted that the manpower required to provide the range of programs and services consists of 10 police officers. This represents only approximately 1.5% of the total police personnel.

A review of the organization chart depicted in Exhibit O further illustrates many other organizational components, which are staffed and operated as distinct functions.

#### COMMUNITY PROGRAMS IN CRIME PREVENTION

Authorities on law enforcement urge an increased emphasis on the preventive and deterrent approach to crime through community-oriented programs. These programs have the greatest impact when sufficient resources are assigned, and the programs are comprehensive and ongoing in the community. The range of services to be found in Regional Police Force is extensive and widely varied.

Therefore, a strong argument in favour of Regional Police Forces, and the large Police Forces, is that the associated numbers of staff facilitates the provision of special services with full-time assignments of role-dedicated personnel. Thus, an optimum level of innovative programs is a positive aspect of consolidated policing.

In small Forces, this is only marginally possible, and some highly desirable services, e.g., community relations, are undertaken as an adjunct to the basic priority for which the Police Force exists, e.g., general law enforcement.

The contemporary objective for any Police Force is to educate the public to "think crime prevention," and assist the police. If people "think crime prevention," they are protecting themselves against crime, reducing the burden of the police, and improving the conditions within their community.



Police Officers realize that community involvement is the best way to achieve our goals. Many of the citizens of the community are concerned, and want to assist, but they need purpose and direction. To a substantial extent, this guidance must emanate from well-organized and aggressive programs and services provided by the police.

Therefore, regional Police Forces have a particular advantage in the ways and means for the community and the police to accomplish this goal.

Primarily, the most effective way to approach police/public cooperation in preventing crime is through:

- . education of the police and public;
- . elimination of crime through innovative programs; and,
- . enforcement of the law.

As an example of the foregoing, the Hamilton-Wentworth Regional Police Force provides an impressive and dynamic range of programs and services.

#### Crime Prevention

- . Block Parents - Responsible adults agree to display a sign in a conspicuous location of their home. Any citizen may call on that adult for emergency assistance. This was primarily started for the protection of children. Membership in one year has expanded to over 6,000 and is expected to double in two years.
- . Neighbourhood Watch and Report a Problem - This is working in conjunction with the Block Parent Program. The citizens are encouraged to report suspicious occurrences in their blocks, as well as keeping watch over parks, homes and schools in their neighbourhoods.
- . Operation Identification - The police often uncover stolen property that cannot be returned to the rightful owners because the items lack proper identification. Promotion on the use of social insurance numbers, marked on valuables by equipment provided to identify property is a recommendation at all security visits and public speaking engagements dealing with property losses.

- . Operation Identification - Bicycles - A program that started for the first time in 1977, and will continue throughout the year with the emphasis on summer months. The same basic principles as above, but only the identifying marks are placed on a bicycle. In the first summer, over 5,000 bicycles were identified.
- . Resource Officer Program - A police officer attends law classes, on a regular schedule, at certain secondary schools, with the purpose of exchanging ideas and explaining the functions of the Police Force. This program is applied in eleven schools, and it is expected that over 1200 students will benefit from the program this year.
- . Lock It or Lose It - A program operated in conjunction with a local service club. Once a year for one week, it places emphasis on the problem of auto theft in the Region. As the slogan suggests, most stolen autos are due to the carelessness of the owners.
- . Pamphlets - Home and Business Security - A series of pamphlets and posters are used constantly by the section to highlight certain principles of crime prevention.
- . Robbery Program - Training sessions for the business community to assist in preventing or lessening the effects of a holdup. This is held, on request, at the Police Administration Building and various locations throughout the Region several times a year.
- . Anti-Shoplifting - An educational program similar to the Robbery Program dealing specifically with preventing shoplifting.
- . Anti-Fraud - An educational program dealing specifically with preventing frauds.

#### Public Relations

- . Educational Seminars - Every effort is made to bring the prevention message to all sectors of the community through seminars at:
  - Shopping Malls and other public areas;
  - Community Groups and Institutions;
  - Business and Special Interest Groups.

- . Public Speaking - Upon request, officers will talk on various topics in the field of policing and crime prevention. Talks are given regularly to:
  - . Community and Church Groups;
  - . Schools and Institutions;
  - . Dinners and other Special Engagements.
- . Liaison - For various reasons, groups and institutions request an open line of communication with the police. This service is offered to a number of groups by attendance at their meetings, and assisting their boards and committees.
- . Television - Television is used periodically to convey police messages and prevention concepts to the viewers.
- . Membership on Special Police Committees - Participation with various national committees concerned with crime prevention and community relations, such as:
  - (a) Working Committee of Canadian Association of Chiefs of Police - on Crime Prevention;
  - (b) Solicitor General's Crime Prevention Media Committee.
- . Media Articles - Each week in the Regional news media, a column is devoted to crime prevention and community relations.
- . Headquarters Tours - Many community groups are interested in touring police facilities. The Crime Prevention and Community Relations Section encourages this interest by providing tours.

#### Investigative & Research

- . Racial and Ethnic Relations - This is accomplished through communication and membership with committees designed to reduce race and ethnic problems. The Crime Prevention and Community Relations Section is kept informed of all race-related occurrences and investigations to ensure that satisfactory results are obtained.

- . Researching the Problem of Vandalism and Designing Programs to Prevent It - One officer is presently doing a comprehensive study on vandalism, and it is expected that certain relationships that surface will lead to the designing of an effective anti-vandalism program(s). Presently, officers are engaged in many speaking engagements to discuss the problem and use audio-visual aids to demonstrate methods of detection and prevention.
- . Commercial Investigations - Officers conduct extensive investigations into:
  - . questionable businesses;
  - . near frauds
  - . pyramid Schemes.
- . Special Investigations - The Crime Prevention and Community Relations Section is called upon to provide investigative and/or research services on specific problems and make recommendations based on their findings. Some of the recent studies have included intrusion alarms and vandalism.
- . Security Checks - Visits are made to premises that have had a recent burglary, are situated in a high crime area, or have not had a police visit in four years. The intention is to advise the persons responsible of methods of preventing or lessening the effects of crime in their:
  - . homes
  - . business premises
  - . schools and institutions
- . Insecure Premises - All reports of premises found insecure by field officers are acted on by the Crime Prevention and Community Relations Section. Initially, a letter is forwarded to the building owner advising of the problem, and this, combined with an enclosed prevention pamphlet, should help the occupant. If further assistance is required, it is followed up by an inspection.



- . Anti-Crime Squad - During the months of November and December each year, constables are seconded from other districts, and together they provide a concerted focus on specific crimes of the season, particularly shoplifting.
- . Impact Programs - When a certain crime trend is observed, the Crime Prevention and Community Relations Section develops suitable prevention programs and disseminates them to the community.

### Labour Relations

With the amount of industry and business located in the "Golden Horseshoe" area of the Province, and in particular to the Hamilton-Wentworth Region, a certain amount of strikes and work stoppages can be anticipated throughout the year.

In the past, police reaction and intervention at labour disputes and strikes had a tremendous effect on deployment of police resources. During the times of labour unrest, police officers were utilized to preserve the peace and quell disturbances - usually at plant gates, which resulted in a loss of availability of police service to the remainder of the community.

In 1974, a police officer was designated as a Labour Relations Officer to monitor the local labour scene. He acts as liaison to both management and labour. In the event of an impending strike, he prepares contingency plans and initiates the police response. His guidance to both parties in a labour dispute has been accepted with enthusiasm and support. The basic rights of the union and the employer, as well as the law pertaining to labour disputes, are clearly delineated.

The efforts of this officer and the rapport that he has developed with labour and management has had a substantial effect on the drain of police manpower and at defusing potentially explosive situations.

The use of police officers at picket lines and labour demonstrations has been reduced, and could be termed minimal.

The labour relations officer is in constant liaison with industry within the region, and acts as an advisor to conciliate and avoid strikes.

During the past four years, there has been a considerable savings in damage to property and personal injuries, which are prevalent during times of labour unrest.

#### CRIMINAL INTELLIGENCE & ORGANIZED CRIME

Organized crime can best be described as a continuing and self-perpetuating criminal conspiracy motivated by a desire for profit. It thrives on fear and corruption, and seeks to obtain immunity from the law. It is a sub-culture within our society, which is constantly searching for means to operate outside the control of the justice system. It involves many criminals of all ethnic backgrounds working within structures more complex than those of government or business and subject to their own rules and regulations, which they enforce much more stringently than democratic society enforces its sanctions. It is international in scope, particularly in its operational structure and in the fields of narcotics distribution, trafficking in stolen and fraudulent currency and securities, in major frauds and corporate thefts and in alien smuggling. In Ontario, in addition to those crimes just mentioned, its activities involve illegal gambling, loan-sharking, the distribution of pornography, arson, insurance frauds, the infiltration of legitimate business, as well as the crimes of extortion and the protection racket. Organized crime does not recognize jurisdictional boundaries either international or local, and, in fact, it frequently uses these boundaries to its own advantage. Its activities are seldom impulsive, and are generally the product of careful planning and intricate conspiracies.

Special weapons are needed to combat organized crime; indeed, such weapons are usually necessary to determine its existence. Invariably, its leaders are shielded from prosecution by several layers of insulating command levels.

It has been conclusively proven in both Canada and the United States that conventional police methods, which, for the most part are complaint

oriented, are inadequate to deal with the special problems of organized crime. It is for this reason that another dimension has been added to law enforcement, that of criminal intelligence. Intelligence, as opposed to normal criminal information is all information, professionally evaluated, collated and analysed, which reveals the existence of organized crime, identifies the members of a group or groups, establishes their criminal activities, their internal administration, movements, active associates, sources of income and general vulnerability to concerted action. It runs exactly parallel to the principles involved in military intelligence. It has always been conceded that a field commander would be extremely foolhardy to move into battle with an enemy without first having learned through military intelligence sources all possible knowledge of the strengths and vulnerabilities of his opponent. Surprisingly, this principle has only been accepted by the law enforcement community during the past ten years. It is for this reason that so much work has been required in the training process and in stimulating the Police Forces in Ontario toward an awareness of the problem of organized crime and the need for adequate intelligence.

In 1964, fourteen major Police Forces in this Province formed Criminal Intelligence Services - Ontario (C.I.S.O.). From these Forces, a total of approximately 20 police officers were the first intelligence gathering group to look into the activities of organized crime in this Province.

From 1964 to 1969, the efforts of C.I.S.O. to combat organized crime was chiefly in the information gathering area. Although large volumes of information was obtained on organized crime figures and groups, very few arrests were made because no C.I.S.O. force was geared to attack organized crime on a long term basis because of the shortage of manpower and finances.

In 1969, C.I.S.O. decided to attack specific organized crime subjects using the Joint Force Operation concept in which a number of C.I.S.O. forces intelligence units combined to make an effective strike force with financial assistance from the Provincial Government. This method proved very effective.

At the present time, there are 26 police forces in C.I.S.O. with a total of approximately 400 police officers in all of the respective intelligence units.

The large increase in intelligence personnel is due to the Regional Police Forces, other large Municipal Police Forces, and the O.P.P. recognizing that you cannot fight organized crime in a makeshift fashion. The fight must be structured, planned and integrated, and this is only possible by the formation of organized crime units within large Police Forces, which combines intelligence, surveillance and analysis personnel together to form an effective strike force. This type of strike force will permit operations, strategy and tactics on a long term basis needed to dismantle major criminal organizations.

From the foregoing, it is apparent that one of the most important functions of the police community is the fight against *organized crime*. Perhaps the most significantly different characteristic of organized crime is that it is *covert* and thus seldom generated at the *street* level, in the form of a spontaneous request for assistance from the public. Therefore, police response is not usually generated by the uniformed patrol function, but rather by highly organized and motivated *strike forces* assigned specifically to uncover and prosecute the offenders.

Once again, the manpower necessary to focus the full-time efforts of skilled officers, supported with technical resources and coordinated organization, is a capability limited mainly to larger Forces.

Regionalized Police Forces have therefore added an enormous impetus to the war on organized crime. Results over the last few years indicates a snow-balling effect in the volume of criminal intelligence from which an ever-increasing number of prosecutions are made against organized crime figures.



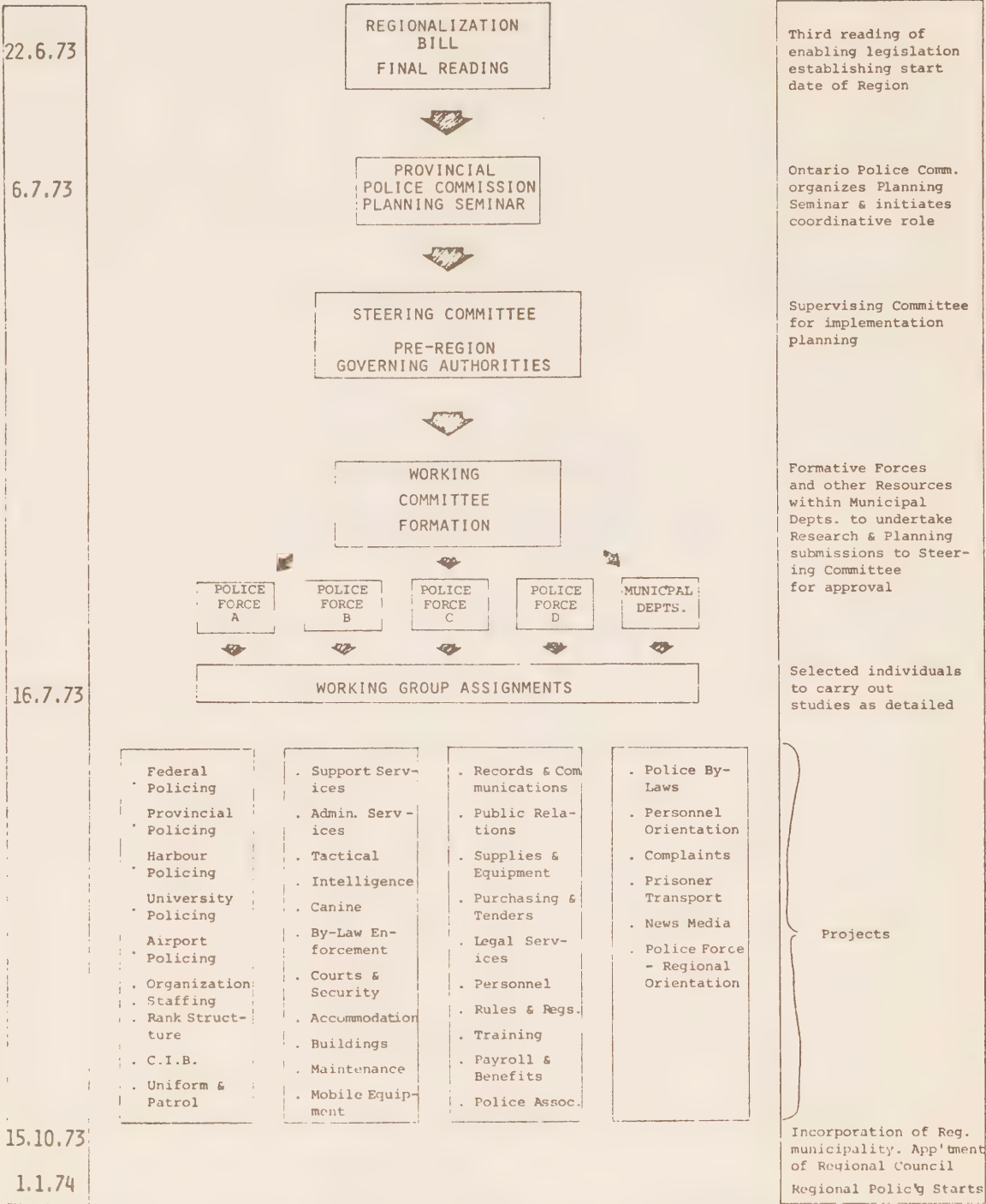


REGIONAL POLICING  
THE MECHANICS OF TRANSITION

THE TRANSITION TO REGIONAL POLICING - SCHEMATIC

IMPLEMENTATION SCHEDULE

SEQUENCE OF EVENTS



PLANNING FOR REGIONAL POLICING

This section attempts to summarize the major considerations that face planners in the hope that it will at least identify those aspects which should be included in the transition plan. As such, it does not relate to a particular set of considerations that were peculiar to any one of the Regions in the Province of Ontario.

It has been suggested that an extended lead-time prior to the Region coming into being would facilitate the planning process and a smoother transition. It has been further suggested that the lead-time between legislation and the date of constitution should be between one year and eighteen months.

*Experience has shown, however, that the time frame may be compressed, without any serious adverse effects, and the essential changes accomplished within a few months if an aggressive and positive plan of action is formulated and properly administered.*

The schematic opposite depicts the planning process and the allocation of tasks and related accountability. It is particularly significant that the plan fully exploits the pre-regional police personnel in the research of the many factors requiring address.

Experience has shown that the most effective approach has been as follows:

1. A preliminary planning seminar, under the coordination of the Ontario Police Commission, to designate the key participants.
2. A Steering Committee comprised of the pre-region Board of Commissioners responsible for the overall supervision of the planning process, including target dates and conversion costs determination.
3. A Working Committee made up of Chiefs, senior police officers, and municipal officials responsible for specific study assignments, e.g., accommodation, personnel, resources deployment, administrative services, etc.





4. The terms of reference are developed co-jointly between the Ontario Police Commission and the Steering Committee, and provide the Working Committee with study parameters, time schedules, and the desired objectives.
5. The Working Committee is expected to assign resources as necessary from such personnel as available from within their respective Force or municipal department. Thus, many operations and procedures to be studied may be spread over a large and diversified pool of resources. The assignment of tasks to the various personnel also provided an excellent opportunity for the evaluation of participants in the Working Committee, and the various individuals with specific assignments, by the Steering Committee, members of which later formed the Regional Council and/or Regional Board of Commissioners of Police.
6. Staff assigned by the Ontario Police Commission monitor and assist at all levels by providing the experience and information gathered from other jurisdictions, and generally acting in a liaison, coordinative, and advisory capacity between the Committees.

The transition to regional policing is a process involving substantial changes in scale resulting from a number of individual Police Forces merging into a single cohesive organization. The consolidation of manpower, finances and other resources, necessitates a complete metamorphosis as every function or aspect is invariably enlarged beyond the scope of services and systems found in any of the formative Forces.

A smooth transition is possible. However, advance planning is of critical importance to contain the many problems and difficulties that may be encountered, within manageable bounds.

The coordinative role of a central agency, such as the Ontario Police Commission, is particularly important.



Since it is unlikely that facilities exist which are capable of immediately providing regional-size accommodation, equipment, communications, etc., for the merging forces, it pre-supposes that a phased implementation is an unavoidable constraint to "overnight regional policing."

Certainly there are many aspects of policing that may be quickly converted, some of which provide the desired early visibility to the public. Some examples are uniform insignia, police paperwork, signs, vehicles, etc. Other aspects, such as accommodation, radio communications, and personnel orientation require more protracted planning.



AN OVERVIEW OF THE STATUTORY BASE  
FOR REGIONAL POLICING

The supportive legislation for the establishment of regional policing varies only slightly for each Regional Police Force, and consists of broad generalized statements with regard to the following major provisions:

1. Appointment of a Board of Commissioners of Police consisting of five members:
  - two Regional Councillors
  - a County or District Court Judge
  - two appointments by the Lieutenant Governor in Council.
2. The basis by which police officers in the formative forces were entitled to become members of the Regional Force.
3. That benefits of employment would be no less favourable than received prior to regionalization. This clause included a proviso to exclude the transfer of existing ranks.
4. Inclusion of employees in the Ontario Municipal Employees Retirement System, including:
  - transfer of service entitlements
  - retirement ages
  - sick leave credits
5. A restriction on the transfer of officers to detachment(s) farther than, typically, fifteen miles from a former location without the officer's consent.
6. Specification of the formation of a Joint Bargaining Committee, representative of the formative forces, and its relationship to the Board of Commissioners of Police.

7. Assumption by by-laws of land and buildings for police accommodation. This included a restriction on the disposal or encumbrance of land or buildings for several months prior to regionalization of policing.
8. Circumstances relating to the transfer of equipment, supplies and stationery used by the formative Forces.
9. Circumstances relating to the acquisition of existing police signal and communications equipment.

#### A Retrospective Review

A problem-free transition was impossible, owing to the many factors involved. However, it is possible now to look back and acknowledge that, given the same task, certain changes could be made to smooth the transition and avoid certain future constraints, which were unintentionally self-imposed. Fortunately, these were few; nevertheless, their impact is still felt several years later.

1. The task facing a newly appointed Board of Commissioners of Police would be alleviated if guidelines and standards were available in the form of well-documented Rules, Regulations and Procedures relating to the government and administration of the Force. With a police by-law as a legal base, the R.R.P.s would specify the organization, levels of responsibility and accountability, rules of conduct and procedures, etc., etc. It is proposed that the development of such guidelines and standards can be best undertaken by a responsible Provincial agency, viz., a Police Commission or equivalent.
2. The guarantee of employment provided by the legislation protected the tenure of incumbent officers in the formative Force, and thus assured their placement in the regional organization.

3. While each Regional Act provided for the non-transfer of ranks from the formative Forces - in actual practice this was not always adhered to. The result was that some officers were given rank and responsibility beyond their capability in a regional-size environment. This mistake can take many years to rectify if retirement is the only corrective sanction available.

A probationary appointment, subject to the qualification of the officer, would provide the required flexibility during the evolutionary period following regionalization.

4. The inclusion of all employees in the Ontario Municipal Employees Retirement System generally resulted in optimizing the benefits for all regional employees. However, it was necessary to add certain amendments to the legislation to provide more flexibility to management in the treatment of unusual cases, viz.,

"Where, under the provisions of this section, any employee, in the opinion of the Minister, experiences any difficulty or hardship with regard to the transfer of any pension rights or sick leave credits, the Minister may, by order, do anything to alleviate such difficulty or hardship."

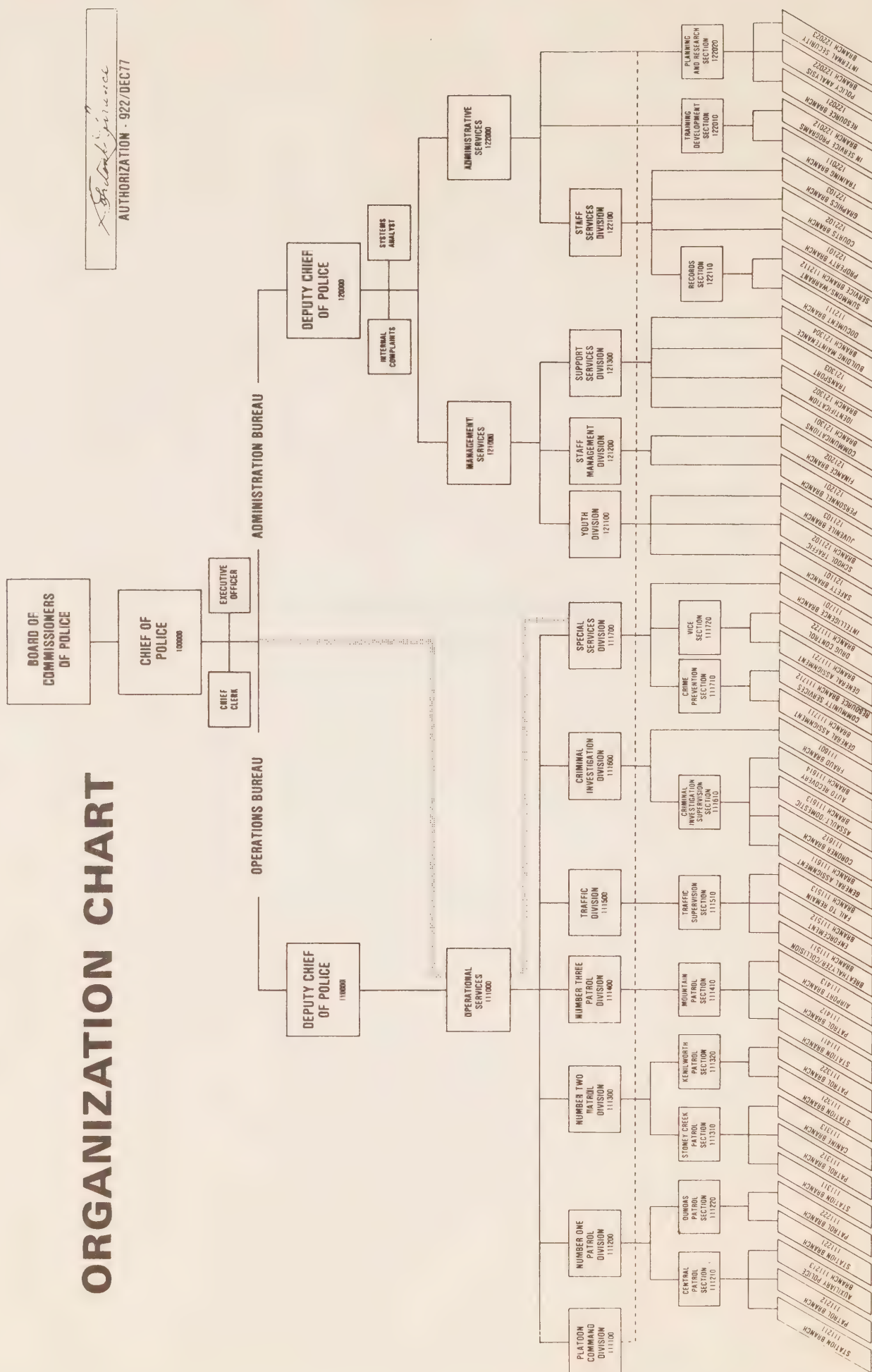
5. The restriction on the transfer of an officer to a location farther than fifteen miles imposed a constraint in the utilization of personnel at a time when maximum flexibility was vital to a balanced re-deployment plan.
6. Joint bargaining assumed much more impact as a result of consolidating the separated pre-regional representation of police personnel. Political consideration aside, a clearer delineation of management prerogatives and bargaining rights at the formative stage might have avoided the decentralized effect of repeated arbitration on such matters as two-man patrols, shift scheduling, vacation entitlements, etc., etc.

7. The obligation of municipalities to transfer existing equipment and supplies was a necessary and reasonable requirement, but was not without a few associated problems. The tendency to avoid any expenditures for replacement and/or maintenance prior to regional take-over resulted in increased start-up costs to bring equipment to an acceptable level of quality and reliability. Thus, there was a need and justification for Provincial subsidization in the form of increased grants for regional municipalities. Indeed, the Ontario differential in the amount of per-capita grant for policing, between municipalities and regions, is based on the conversion costs and extra expenses that usually extend over a number of years.





ORGANIZATION METHODOLOGY FOR  
REGIONAL POLICING



ORGANIZATION METHODOLOGY FOR  
REGIONAL POLICING

The focus of this report has been directed at the transition to regionalized policing, and on the associated high level of performance that has been experienced in the Province of Ontario.

This has resulted from a considerable amount of research and development and, to a lesser extent, some trial and error in arriving at certain empirical principles and standards that are conducive to efficiency, effectiveness and economy.

Perhaps the single most important factor has been the development of organization structures that exploit and accommodate the consolidation of fragmented Police Force resources into a single cohesive enterprise.

Therefore, this section of the report is provided as a guideline to those principles and standards that have proven successful in contemporary law enforcement and public protection in Ontario.

However, since no two Forces are exactly alike, it must be stressed that some flexibility is necessary to accommodate significant differences in structure, and numbers of staff which can vary by several hundred officers working from either a single headquarters or multiple locations.

1. DEFINITION

Before citing the organizational principles that will be applied to the formation of a functional organization for a Regional Police Force, the following is a brief definition of organization as it is interpreted and applied by the Ontario Police Commission:

"Organization in this concept is the manner, way or arrangement by which the activities of a Police Force are subdivided and its resources marshalled, so as to attain economy of effort and unity of action, in the effective and efficient accomplishment of the police task."



## 2. THE PRINCIPLES OF ORGANIZATION

As a result of many years of trial and error on the part of industry, commerce, and the military forces, there has evolved a set of basic principles that, when applied to organizational problems, generally yield satisfactory results. These principles provide essential criteria in establishing an organizational structure, and also furnish a standard against which the effectiveness of an established organization can be evaluated.

1. Tasks, similar or related in purpose, process, method, or clientele, should be grouped together in one or more units under the control of one person. In order to facilitate their assignment, these tasks may be divided according to (a) the time, (b) the place of their performance, and (c) the level of authority needed in their accomplishment.
2. Specialized units should be created only when overall departmental capability is thus significantly increased, and should not be created at the expense of reduced control and decreased general interest.
3. Lines of demarcation between the responsibilities of units should be clearly drawn by a precise definition of the duties of each, which should be made known to all members so that responsibility may be placed exactly. Such definition avoids duplication in execution, and neglect, resulting from the non-assignment of duty.
4. Channels should be established through which information flows up and down and through which authority is delegated. These lines of control permit the delegation of authority, the placing of responsibility, the supervision of work, and the coordination of effort. Lines of control should be clearly defined and well understood by all members so that each may know to whom he is responsible and who, in turn, is responsible to him. Exceptions

to routine communication of information through channels should be provided for emergency and unusual situations.

5. Structure and terminology should aid the understanding of the purposes and responsibilities of the organization by all its members.
6. Each individual, unit, and situation, should be under the immediate control of one, and only one, person, thus achieving the principle of unity of command and avoiding the friction that results from duplication of direction and supervision.
7. The span of control of a supervisor should be large enough to provide economical supervision, but no more units or persons should be placed under the direct control of one man than he is able to manage.
8. Each task should be made the unmistakable duty of someone; responsibility for planning, execution and control, should be definitely placed on designated persons.
9. Supervision should be provided for every member of the organization and for every function or activity. (If the supervision is not immediately available at the actual level of execution, it should be obtainable through referral to a predesignated authority).
10. Each assignment of duty should carry with it commensurate authority to fulfill the responsibility.
11. Persons to whom authority is delegated should be held accountable for the use of it and for the failure to use it.

Within the confines of the foregoing organizational principles, it becomes necessary to analyse the tasks performed by the Police Force and the relationships that exist between the various functions, before a functional organization can be established. However, time, study

and experience, have proven that police tasks may be classified into two basic functional groups, namely, FIELD OPERATIONS AND ADMINISTRATION AND SERVICES.

### 3. FIELD OPERATION FUNCTIONS

Field Operation functions are those for which a Police Force is formed - the protection of persons and property, the enforcement of law, and the provision of police services to the individual, the public, and the public's other representative agencies. To accomplish this basic purpose, the Police Force must perform certain tasks or duties. Such tasks are designated as line or Field Operations, which should be grouped according to their primary purpose.

Within this context are grouped, Patrol, Traffic Control, Criminal Investigation, Vice, Youth or Juvenile Control, and a Tactical Force, if and/or as required.

Within the Field Operations function, first priority of importance must be delegated to uniform patrol, which is the primary operational arm of the Force. To keep the function of the uniform patrol in proper perspective, it need only be remembered that this arm is always the first initiated in a Police Force and is always existent in a Force whether it be large or small. In addition, the fact need only be recognized and acknowledged, that it is the uniform patrol that provides the twenty-four-hour-a-day service to the public, three hundred and sixty-five days each year. Properly utilized, it is first to all scenes of crime, answers all complaints, carries out all preliminary investigations (including motor vehicle collisions), and carries out almost all preventative patrols including any inspection of business premises.

Traffic Control, Criminal Investigation, Vice and Youth and/or Juvenile Control and a Tactical Force are also Field Operational units, but must be considered as providing a secondary or supplementary service - that of follow-up investigation. These specialized units are organized on a basis of need, which is triggered when the volume of the demand workload

exceeds the capacity of the Patrol Force to satisfactorily provide both the preliminary and the follow-up investigation. These secondary field units are specialists, composed of personnel with special abilities and training, organized according to similar or related tasks, with the sole function of assisting the Patrol Force in the accomplishment of the complete police field operational function.

#### 4. ADMINISTRATION AND SERVICES FUNCTIONS

Service to the public is the sole function of the Police Force. However, for field operations personnel to provide this service continuously, effectively and efficiently, many other functions must be carried out behind the scenes. Such functions, which assist the operations officer in the immediate accomplishment of his tasks, are termed Support Services and Administrative Services.

##### Support Services

Support Services represent the first line of support for the field force, in that, they carry out the primary support function that keeps the operational officer in the field.

Support Services includes such support functions as, records and communication, courts, summons and warrants, identification, management of property, stores, buildings and lock-up, and management of transport.

##### Administrative Services

The Administrative Service function includes the tasks of management, which makes easier and possible, the effective and competent accomplishment of the objectives of both Operations and Support Services.

Within this administrative concept, the salient services to be provided are: research and planning, finance, personnel services, and community relations.



CONTROL OF THE ORGANIZATION

With the functional units of the Police Force separated in conformance with the principles of organization, the method by which control of the Force may be exercised becomes a primary concern. To assist in attaining this goal, additional organizational techniques are necessary to implement the control structure required.

1. DELEGATION OF AUTHORITY AND CHAINS OF COMMAND

The necessity for the grouping or division of personnel according to the level of authority arises from the human limitations of the leader. The division of tasks of command among officers of the various units is known as the delegation of authority.

However, the authority that the Chief delegates to his immediate subordinates is not the total authority of the Chief, but is limited to the command of members within the pyramid of each officer's authority. The immediate subordinate, in turn, delegates a portion of the authority vested in him to the heads of smaller units, a process that is continued to the lowest level, that of execution. By creating authority at every level of the organizational pyramid, the chains of command have been established for control to be exercised.

2. SPAN OF CONTROL

The span of control, as used within this context, refers simply to the number of subordinates, of whatever rank or status, who directly report to one person.

Therefore, a crucial factor in setting up a functional organization structure is the realistic establishment of each span of control whereby it does not numerically exceed the number of subordinates a competent supervisor can direct and control. Thus, the span of control must act as a modifying factor when establishing the various operating units - for an efficient organizational structure can only be conceived by the adherence to this principle of organization. As an example, in small

Forces, the organization is normally divided into two functions, namely, Field Operations and Administration and Services. In such cases, the Supervisor of each respective function, reports direct to the Chief of Police. In Forces of this size, this provides a span of control of two.

However, with growth, the Chief of Police is sooner or later faced with the necessity of increasing the number of command officers he requires. This situation normally occurs as a result of Investigation Services (Criminal Investigation and Morality) encompassing a sufficient complement of personnel wherein all junior supervisory ranks have been used to capacity, and a superior rank is required to coordinate the function.

At this time, the most efficient and effective organizational change that can take place is to extend the span of control of the Chief to three, by the division of Field Operations into two separate functions. The Organizational Structure would then be comprised of A Uniform Division, composed of the Patrol Branch and the Traffic Branch; an Investigation Division composed of a Criminal Investigation Branch and a Morality Branch; and an Administration and Services Division that would not be altered; but would continue as the third division.

This organizational division of the Force, as can be observed, permits the Chief of Police to continue to maintain the direct coordination and control of the Force, as previously exercised.

The three divisional aspects of police organization, or span of control, remains both valid and functional until Criminal Investigation and Morality reach a sufficient stage of growth to warrant a command officer being placed in charge of each branch. At this time, which normally occurs when a Police Force reaches a strength in excess of 200 police officers, Patrol, Traffic, Investigation and Morality would once again form the Field Operations function under the direction of a senior officer. This assessment is based on one-man car patrols.

With such growth, an expanded Administration and Services function would comprise the other major Division. Thus, the Force would again be comprised of two primary functions with two commanders reporting direct to the Chief; except those report-direct functions that have been previously identified.

The foregoing principles, respecting the varying senior "span of control"; that should be reflected in sound, economical organizational planning, emphasize a positive factor and eliminate, or assign to a future date, what is deemed to be a negative one, in that:

1. In medium size Forces, the two and three division aspect of organization *places the Chief of Police in direct command of his entire operation*; which is accomplished through his Division Commanders. This span of control is well within the capability of a competent Chief of Police, and is a major and positive factor.
2. The alternative to planning a three-divisional organization structure, would be to retain a two-divisional organization. However, this procedure would require two additional senior officers rather than one, as one would be required to command Investigation Services, and a second senior officer would be required to coordinate Uniform and the Investigation functions, which would then comprise the Field Operations. Therefore, the appointment of the additional senior officer at a superior rank, is deemed unnecessary for three reasons:
  - (i) the rank is not required;
  - (ii) it introduces unnecessary additional cost;
  - (iii) it places an additional and unnecessary level of command between the Chief of Police and his operation.

*Therefore, a short chain of command - that is, the fewest levels through which an order must pass - is highly desirable from the*

*standpoint of rapid and effective communication with everyone at an operational level. Additional levels of command should, therefore, be avoided, and only established when the span of control is in excess of what can reasonably be handled by a competent commander.*

Within this Section, only the primary breakdowns of spans of control have been addressed. However, to conclude by generalizing, authorities on organization suggest that the minimum span of control should not be less than two or more than eight. The variance, of course, depends on the relative location of the supervised, the complexity of the work, the abilities of the unit commanders, and all other relevant factors.

#### 4. DELEGATED SUPERVISION

Within the police operation, a lack of direct supervision is often encountered in traffic, in investigation, in records, in communications, or in fact, in any situation where the number of personnel working is not sufficient to warrant supervision by their own branch, section or unit.

To provide supervision in these situations, without interfering with the chain of command or in any way with the supervisory responsibility of the person accountable for the work to be accomplished; administrators implement what is known as a delegated supervisory function.

*A delegated supervision is defined as: "the supervision of the person relating to the time of reporting on and off duty, attention to work, and compliance with regulations and procedures; without responsibility for the quality or the method of the performance of the task."*

Inasmuch as the patrol function provides supervision twenty-four hours each day, delegated supervision falls within the responsibility of the supervisor in charge of the shift.



## 5. THE FUNCTIONING OF THE ORGANIZATIONAL STRUCTURE

Until now, this guideline has dwelt only on the manner and other facets of organizational procedure that must be considered in attaining an orderly working structure for the Force. But at this time, it must be recognized and accepted that good organization is not necessarily synonymous with efficiency. For, what may be considered a sound organizational structure, is completely useless unless the Executive Officer, the Chief of Police, makes it function.

*It must be acknowledged that any organizational structure is only useful as long as it fulfills the requirements of the police operation. So when change is considered, it should be made to improve the efficiency of the Police Force, and for no other reason. In the same vein, the organizational structure, or any part of a police operation, should never be altered or discarded because of the unwillingness or the inability of a member or members to fulfill the obligation of the post held. Finally, it is generally accepted that good organizational structure, supported by competent personnel, properly directed, and delegated with the required authority and responsibility to fulfill their function, soon uncover those frailties that inhibit efficiency, which the good administrator corrects or eliminates.*

REGIONAL POLICE ORGANIZATION  
EXAMPLE

HAMILTON-WENTWORTH REGIONAL  
POLICE FORCE

---

The Hamilton-Wentworth Regional Force has been selected as an example of organization, planning and development for several reasons:

1. It provides a comprehensive overview of the contemporary structure that is proving most effective in the delivery of police services.
2. It is the planned result of amalgamating several Forces into a single, cohesive organization, serving the largest regionalized community next to Metropolitan Toronto.
3. The organization provides the many special functions and services that represent the potential associated with consolidated police resources.

REGIONAL POLICE ORGANIZATION - EXAMPLE

(STRUCTURE OF THE HAMILTON-WENTWORTH REGIONAL POLICE FORCE)

1. PURPOSE AND OBJECTIVES OF THE FORCE

The Police Act, R.S.O. 1970, Chapter 351, Section 55, defines the duties of the police. They are charged with preserving the peace, preventing robberies and other crimes and offences, including offences against the by-laws of the municipality, and apprehending offenders and laying information. It is each officer's sworn duty to maintain, enforce and uphold the law.

It is the purpose and objective of the Hamilton-Wentworth Regional Police Force:

- \* To provide effective law enforcement and police services to the Region of Hamilton-Wentworth with a high degree of public involvement, co-operation and support.
- \* To instill public confidence in the Force demonstrating competence, dedication to duty, courtesy and professionalism.
- \* To project, both to the members of the community and the Police Force, our ability and willingness to serve.



2. HAMILTON-WENTWORTH REGIONAL POLICE FORCE ORGANIZATION.

The Hamilton-Wentworth Regional Board of Commissioners  
of Police - 1977

---

Mr. B. C. Hoddinott, Chairman  
Mr. F. L. Campbell, Commissioner  
Mr. R. M. Morrow, Commissioner  
His Honour Judge G. T. Sullivan, Commissioner  
Mr. J. E. Trimble, Commissioner  
Mr. E. A. Simpson, Secretary.

The Hamilton-Wentworth Regional Police Force

The Police Force is established under the authority of Section 73(1) of "an Act to establish the Regional Municipality of Hamilton-Wentworth" (Bill 155) and the Police Act, Revised Statutes of Ontario, 1970, Chapter 351.

The Order of Rank within the Police Force is as follows:

- . Chief of Police
- . Deputy Chief
- . Staff Superintendent
- . Superintendent
- . Staff Inspector
- . Inspector
- . Sergeant (1st Class)
- . Sergeant (2nd Class)
- . Constable

## 2. FUNCTIONS AND RESPONSIBILITIES

### Chief of Police

The Chief of Police is responsible for the general administration and direction of the Force, subject to the legislative policy as instituted by the Hamilton-Wentworth Regional Board of Commissioners of Police. He is empowered to issue General Orders, Command and Supervisory Directives and Statements of Position and Procedure as he may deem expedient for the efficient management and effective discipline of the Force.

### Deputy Chief of Police (Administration Bureau)

The Deputy Chief of Police in charge of the Administration Bureau administers the activities of the Administration Bureau. He is responsible for the development and implementation of all activities of a "systems" nature, and the efficient performance of all personnel assigned to the Bureau. He is also the co-ordinator of activities with the Operations Bureau.

### Deputy Chief of Police (Operations Bureau)

The Deputy Chief of Police in charge of the Operations Bureau administers the activities of the Operations Bureau. He is responsible for the efficient performance of all personnel assigned to the Bureau. He is also the co-ordinator of activities with the Administration Bureau.

### Staff Superintendent

The Staff Superintendents serve in a capacity of Executive Officer to the Chief of Police and the Deputy Chiefs of Police.

### Staff Superintendent - continued

The Staff Superintendent of the Administration Bureau has the additional responsibility of managing the Management Services of the Force. The Staff Superintendent of the Operations Bureau has the additional responsibility of managing the Operational Services of the Force.

The Executive Officer to the Chief of Police assists and carries out such assignments as directed by the Chief.

### Superintendent

The Superintendents command and co-ordinate all functions and activities of their respective Divisions and are responsible for the good order, efficiency and discipline of the personnel under their command.

### Staff Inspector

As a Divisional Commander, the Staff Inspector will be responsible for the conditions within his Division during the Operational Hours. He will supervise the activities of all ranks within his Division and will be responsible to the Staff Superintendent of his respective service for the good order, efficiency and discipline of the personnel under his command.

As a Platoon Command Supervisor, the Staff Inspector will supervise all operations and other activities of the Force in the absence of a senior ranking officer. He is responsible to the Staff Superintendent of Operational Services for the good order, efficiency and discipline of the personnel with the Force during his tour of duty.

### Inspector

The Inspector will command and co-ordinate the functions and activities of the Sections and/or Branches under his control. He is also the liaison officer between other Sections within his Division. The Inspector is responsible for the good order, efficiency and discipline of all personnel within his Section.

### Staff Sergeant

Staff Sergeants will carry out supervisory duties in those Divisions, Sections or Branches of the Force as designated on the Organization Chart.

### Sergeant

The Sergeants are in one of two categories:

- (a) Sergeant 1st Class - Those with over one year of satisfactory service after appointment to 2nd class.
- (b) Sergeant 2nd Class - Those during probation period of service after appointment from Constable.

Sergeants assigned to supervisory duties shall be responsible to the officer in charge of his Branch, Section or Division as the case may be. He is responsible for the efficient performance of duties by all personnel under his supervision as well as their appearance, conduct and discipline. The Sergeant shall advise, instruct and assist his personnel in their duties in a constructive and helpful manner.

Sergeants assigned to investigation and support service or auxiliary branches shall be responsible for the efficient performance of the duties of their respective Sections or Branches as set out in the Organization Chart. They are responsible to be neat in appearance and of good conduct and discipline.



## Sergeant - continued

In both categories, the Sergeants are responsible to the Staff Sergeant and/or Inspector of their respective Division, Section or Branch.

## Constable

The Constable is in one of the following categories:

- (a) Constable 1st Class - Those having completed their terms of service as 4th, 3rd, and 2nd Class Constables.
- (b) Constable 2nd Class - Those having completed their terms of service as 4th and 3rd Class Constables.
- (c) Constable 3rd Class - Those having completed their terms of service as a 4th Class Constable.
- (d) Constable 4th Class - Those newly appointed and sworn Constables.

All Constables must serve a mandatory eighteen months probationary term. With few exceptions, a Constable will serve in each rank of 4th, 3rd and 2nd Class for a period of one year.

Constables will carry out the duties assigned to them by their superiors consistent with the Regulations, General Orders, Supervisory and Command Directives and Position and Procedures of the Force.

Police Officers of all ranks shall conduct themselves in an exemplary manner at all times.

### 3. REPORTING DISTRICTS

The Hamilton-Wentworth Region is divided into three police Patrol Divisions with a total of thirty Reporting Districts. (See District Map)

#### 4. ORGANIZATIONAL STRUCTURE

The organization structure of the Police Force shall be defined by the following terminology:

- . Bureaus
- . Services
- . Divisions
- . Sections
- . Branches

(See Organization Chart)

##### Structure of the Administration Bureau

The Administration Bureau is comprised of two Services:

- Management Services and
- Administrative Services

The Management Services is responsible for:

- Youth Division
- Staff Management Division
- Support Services Division

These various Divisions are further split into Branches for the efficient performance of their specific tasks, as follows:

- Youth Division
  - Juvenile Branch
  - Safety Branch
  - School Traffic Branch
- Staff Management Division
  - Personnel Branch
  - Finance Branch
- Support Services Division
  - Communications Branch
  - Identification Branch
  - Transport Branch
  - Building Maintenance Branch

## Structure of the Administration Bureau - continued

The Administrative Services is responsible for:

- Staff Services Division
- Training Development Section
- Planning and Research Section

These various Divisions and Sections are further split into Branches for the efficient performance of their tasks, as follows:

- Staff Services Division
  - Records Section
    - Document Branch
    - Summons/Warrant Service Branch
  - Property Branch
  - Courts Branch
  - Graphics Branch
- Training Development Section
  - Training Branch
  - In-Service Programs Branch
- Research and Planning Section
  - Policy Analysis Branch
  - Internal Security Branch
  - Resource Branch

## Structure of the Operations Bureau

The Operations Bureau is comprised solely of the Operational Services. The Operational Services are responsible for:

- Platoon Command Division
- #1 Patrol Division
- #2 Patrol Division
- #3 Patrol Division
- Traffic Division
- Criminal Investigation Division
- Special Services Division

## Structure of the Operations Bureau - continued

These various Divisions are split into Sections and Branches for the efficient performance of their specific tasks, as follows:

- #1 Patrol Division
  - Central Section
    - Station Branch
    - Patrol Branch
    - Auxiliary Police Branch
  - Dundas Section
    - Station Branch
    - Patrol Branch
- #2 Patrol Division
  - Stoney Creek Section
    - Station Branch
    - Patrol Branch
    - Canine Branch
  - Kenilworth Section
    - Station Branch
    - Patrol Branch
- #3 Patrol Division
  - Mountain Section
    - Station Branch
    - Patrol Branch
    - Airport Branch
- Traffic Division
  - Supervision Section
    - Breathalyzer and Collision Branch
    - Enforcement Branch
    - Fail to Remain Branch
- Criminal Investigation Division
  - C.I.D. Supervision Section
    - General Assignment Branch
    - Coroner Branch
    - Assault and Domestic Branch
    - Auto Recovery Branch
  - Fraud Branch

- Special Services Division
  - Crime Prevention Section
    - General Assignment Branch
    - Community Services Resource Branch
  - Vice Section
    - General Assignment Branch
    - Drug Control Branch
  - Intelligence Branch

5. ORGANIZATIONAL FUNCTIONS

Function of the Administration Bureau

The Administration Bureau is responsible for inspection, planning, research, training, in-service programs, employment, personnel, internal security, courts, summonses, records, standardized reporting systems, development of all manual and automated systems, forms control, statistics, printing reproductions, mailing, property, custody of exhibits, communications, transportation, identifications, public safety education, juvenile offenders, school crossing guards, driver instruction and testing, resource centre and building maintenance.

The "Bureau Chief" will administer the activities of the Bureau, maintain discipline and co-ordinate efforts with the Operations Bureau.

Management Services

Management Services is commanded by a Staff Superintendent who is responsible for the efficient management of the three Divisions of the Service. The three Divisions are:

- Youth Division
- Staff Management Division
- Support Services Division



## Youth Division

The Youth Division is commanded by a Staff Inspector who is responsible for the three Branches of the Division. The Branches are:

- Juvenile Branch
- Safety Branch
- School Traffic Branch

### Juvenile Branch

The objective of the Juvenile Branch is to prevent juvenile delinquency (and subsequently adult crime) by working with children, parents and agencies under the provisions of the Juvenile Delinquents Act, the Child Welfare Act and the Training Schools Act.

The Juvenile Branch is responsible for the investigation of all matters involving juvenile offenders and the maintenance of any records pertaining to those investigations. They will guide and advise Operational Services personnel, when necessary, on matters concerning juveniles. The Branch will also act as liaison between the Force and the Unified Family Court; Public, Separate and High Schools; as well as all youth serving agencies in the community.

### Safety Branch

The objective of the Safety Branch is to provide sound and comprehensive education to the elementary school students on all aspects of traffic safety; ensure that a safe route to and from school is available; and guide children in their conduct for the choosing of safe places to play and determent of dangerous practices.

The Safety Branch is responsible for Safety Education of the public. This is accomplished through liaison with the Hamilton and Dundas Safety Councils, Safety Officers' Committee of the

Ontario Traffic Conference, Ministry of Transportation and Communications, Boards of Education, Recreation Departments and the Hamilton Automobile Club.

#### School Traffic Branch

The objective of the School Traffic Branch is to provide trained personnel to assist school children safely across potentially dangerous vehicular corridors.

The School Traffic Branch is responsible for the safety of children at designated school and recreational facility crossings.

#### Staff Management Division

The Staff Management Division is commanded by a Staff Inspector who is responsible for the two Branches of the Division. The Branches are:

- Personnel Branch
- Finance Branch

#### Personnel Branch

The objective of the Personnel Branch is to provide management of this Force and citizens of this community with a professional calibre of police officer.

The Personnel Branch is responsible for the maintenance of Force complement; personnel file; dissemination of personnel information for administrative purposes; and liaison between management and employees.

#### Finance Branch

The objective of the Finance Branch is to provide management and the Board of Commissioners of Police with detailed needs and expenditures for the efficient operation of the Force.

The Finance Branch is responsible for the compilation of the annual budget and all subsequent disbursements associated with the budget.

## Support Services Division

The Support Services Division is commanded by an Inspector who is responsible for the four Branches of the Division.

The four Branches are:

- Communications Branch
- Identification Branch
- Transport Branch
- Building Maintenance Branch

### Communications Branch

The objective of the Communications Branch is to provide an efficient communications link for field operations.

The Communications Branch is responsible for recording all calls for service and assigning sufficient field personnel to respond to each call; relaying of information and requests to their appropriate destinations; and providing the interface between field operations and national or local data banks.

### Identification Branch

The objective of the Identification Branch is to provide adequate support for field operations in the area of scientific examinations and visual aids.

The Identification Branch is responsible for field examinations for the gathering of physical evidence; photographs, plan drawings; preliminary laboratory tests; fingerprint file; disarming or neutralizing explosives; instruction and supervision of photographing and fingerprinting of accused persons; audio and video recording of special events; and the preparation of evidence and cases for judicial proceedings.

### Transport Branch

The objective of the Transport Branch is to satisfy the transportation needs of the Force.

The Transport Branch is responsible for the acquisition and complete maintenance of all Force vehicles; updating a vehicle maintenance system; inventory of all parts, supplies and equipment for vehicle maintenance; and examinations and tests of vehicles for judicial proceedings.

### Building Maintenance Branch

The objective of the Building Maintenance Branch is to provide the required essential services for the efficient operation of all police buildings.

The Building Maintenance Branch is responsible for maintenance and general repairs; alterations; cleaning; garbage disposal; snow removal; and landscaping of all police buildings and property.

### Administrative Services

Administrative Services is commanded by a Superintendent who is responsible for the efficient management of the Division and Sections of the Service. The Divisions and Sections are:

- Staff Services Division
- Training Development Section
- Planning Research Section

## Staff Services Division

The Staff Services Division is supervised by a Staff Sergeant who is responsible for the Section and Branches within the Division. The Sections and Branches are:

- Records Section
  - Documents Branch
  - Summons/Warrant Service Branch
- Property Branch
- Courts Branch
- Graphics Branch

### Records Section

The objective of the Records Section is to provide an accurate information centre for its users.

The Documents Branch is responsible for processing, indexing and filing of all pertinent Force documentation and the maintenance of the respective files including Criminal Records, Charged Persons, Occurrence Reporting, Firearm Registration and Motor Vehicle Collision Reports. The Branch must also tabulate the Statistical information required by and according to the "Uniform Crime Reporting System." Daily and Special Bulletins are prepared and circulated by the Documents Branch.

The Summons/Warrant Service Branch is responsible for indexing and filing of all criminal and committal warrants and summonses. Police personnel within the Branch serve warrants and summonses on the parties named.



## Property Branch

The objective of the Property Branch is to provide the Force with the necessary service, supplies, materials and equipment to assist in the efficient operation of the Force.

The Property Branch is responsible for the storage and control of all Force property, materials, supplies and equipment; budgeting for uniform clothing and equipment; custody and control of all public property held as either found or evidence (except liquor and motor vehicles); and maintaining adequate inventory and records of all stock (except vehicle maintenance).

## Courts Branch

The objective of the Courts Branch is to provide a liaison between the Crown Attorney, the Court Administrator and the Force.

The Courts Branch is responsible for the supervision of police during court procedures; assisting the Crown Attorney or his assistant; custody of prisoners; notification of witnesses; laying of informations; control of confidential Crown documents; interviewing and counselling referred complaints; arranging for the transfer of charges to or from other jurisdictions; and preparation and processing of Bail and Detention Reviews scheduled for the County Court.

## Graphics Branch

The objective of the Graphics Branch is to provide a pictorial communications and service media for the Force and the Community.

The Graphics Branch is responsible for all reproduction printing and advising on matters concerning forms and graphics designs.

## Training Development Section

The Training Development Section is supervised by a Staff Sergeant who is responsible for the two Branches of the Section. The two Branches are:

- Training Branch
- In-Service Programs Branch

### Training Branch

The objective of the Training Branch is to develop adequate supplementary training for the Force personnel consistent with the needs of the community.

The Training Branch is responsible for identifying and implementing programs of continuing education within the Force; maintenance of the file on available police related courses; liaison with police training facilities; co-ordinate course attendance of personnel; and co-ordinate the use of Central Headquarters' recreational facilities.

### In-Service Programs Branch

The In-Service Programs Branch uses a reserve fund which is managed by the officer in charge of the Training Development Section. Its objective is to meet the necessary expenses incurred with the development of specialized education for members of the Force.

The In-Service Programs Branch is responsible for covering expenses associated with conferences; honorariums; travel expenses; tuitions; and supplies, all at the discretion of the Chief of Police or his designated representative.

## Planning and Research Section

The Planning and Research Section is supervised by a Sergeant who is responsible for the three Branches within the Section.

The three Branches are:

- Policy Analysis Branch
- Resource Branch
- Internal Security Branch

### Policy Analysis Branch

The objective of the Policy Analysis Branch is to provide research and suggested plans to the Administration to assist in reaching the Force goals.

The Policy Analysis Branch is responsible for periodic analysis and review of all Force plans and suggest, either directly to Division Commanders or the Chief of Police the modernization and improvement of the plans; develop plans having organization-wide application; assist the Administration in the preparation of General Orders, Supervisory and Command Directives and Position and Procedures; evaluate newly implemented plans and procedures; prepare statistical and other reports of the Force activities, needs and objectives, and engage in crime and traffic analysis for the purpose of supplying data and patterns to Operational Divisions.

### Resource Branch

The objective of the Resource Branch is to provide easy and accurate access to resource and reference materials.

The Resource Branch is responsible for indexing, cataloguing, classifying, collecting, circulating, storing and filing of pertinent books, reports, prints, micro-fiche, circulars, news-clippings, articles and periodicals. All of these materials are available to personnel of the Force on a loan basis.

## Internal Security Branch

The objective of the Internal Security Branch is to provide a safe and secure environment within police facilities for the personnel of the Force and for the public.

The Internal Security Branch is responsible for studying, designing, developing and implementing security and safety systems and procedures within the police facilities.

## Function of the Operations Bureau

The Operations Bureau is responsible for providing an adequate patrol force for preventive and investigative functions in connection with offences, incidents, motor vehicle collisions and control of pedestrian and vehicular traffic. The Bureau is also responsible for the preparation of occurrence reporting, preparation of evidence and cases for judicial proceedings, providing an investigative branch to complete investigations of a specialized nature and implementation of community relations and crime prevention programs.

The Bureau Chief will administer the activities of the Bureau, maintain discipline, and co-ordinate efforts with the Administration Bureau and other law enforcement agencies.

## Operational Services

Operational Services is commanded by a Staff Superintendent who is responsible for the efficient management of the seven Divisions of the Service. The seven Divisions are:

- Platoon Command Division
- #1 Patrol Division
- #2 Patrol Division
- #3 Patrol Division
- Traffic Division
- Criminal Investigation Division
- Special Services Division

## Platoon Command Division

The objective of the Platoon Command Division is to provide a Command Officer for the Force twenty-four hours of every day with region-wide responsibilities.

The Platoon Command Division consists of four Staff Inspectors who rotate their shifts to provide the Force with uninterrupted coverage. They are responsible to ensure that all major crime scenes, fires, disasters, or other serious occurrences receive the necessary attention of operational and support personnel. The Platoon Command Division may cause the redeployment of personnel in emergent situations.

### #1 Patrol Division

#1 Patrol Division is commanded by a Superintendent who is responsible for the two sections within the Division. The two Sections are:

- Central Patrol Section
- Dundas Patrol Section

### Central Patrol Section

Central Patrol Section is commanded by an Inspector who is responsible for the three Branches within the Section. The three Branches are:

- Patrol Branch
- Station Branch
- Auxiliary Police Branch

### Patrol Branch

The objective of this Patrol Branch is to provide the community with professional, responsible personnel to deal with the every day concerns of crime prevention, detection and investigation.

This Patrol Branch is responsible for responding to "calls" for service as assigned by the Communications Branch; enforcement



of Federal and Provincial Statutes and Municipal By-Laws; control and regulation of traffic; preventive patrolling; submitting required reports; and investigations of motor vehicle collisions and certain criminal offences.

#### Station Branch

The objective of this Station Branch is to provide the necessary internal services to supplement the Patrol Branch.

This Station Branch is responsible for the detention and care of prisoners; the transportation of prisoners to and from court and jail; security of the police building; providing information and assistance to the public by telephone and personal contact; and submitting required reports of missing persons and minor occurrences.

#### Auxiliary Police Branch

The objective of the Auxiliary Police Branch is to provide trained volunteer citizens to assist in policing the community during emergency situations.

The Auxiliary Police Branch is under the direct command of the Superintendent of #1 Patrol Division. Each Auxiliary Police Officer is obliged to enlist in a minimum of eight hours training per month, and is responsible to carry out those duties assigned by members of the Force.

#### Dundas Patrol Section

The Dundas Patrol Section is commanded by an Inspector who is responsible for the two Branches within the Section. The two Branches are:

- Patrol Branch
- Station Branch

### Patrol Branch

The objective of this Patrol Branch is to provide the community with professional, responsible personnel to deal with the every day concerns of crime prevention, detection and investigation.

This Patrol Branch is responsible for responding to "calls for service" as assigned by the Communications Branch; enforcement of Federal and Provincial Statutes and Municipal By-Laws; control and regulation of traffic; preventive patrolling; submitting required reports; and investigations of motor vehicle collisions and certain criminal offences.

### Station Branch

The objective of this Station Branch is to provide the necessary internal services to supplement the Patrol Branch.

This Station Branch is responsible for providing information and assistance to the public by telephone and personal contact; submitting required reports of minor occurrences; and security of the police building.

### #2 Patrol Division

#2 Patrol Division is commanded by a Superintendent who is responsible for the two Sections within the Division. The two Sections are:

- Stoney Creek Patrol Section
- Kenilworth Patrol Section

## Stoney Creek Patrol Section

The Stoney Creek Patrol Section is commanded by an Inspector who is responsible for the three Branches within the Section. The three Branches are:

- Patrol Branch
- Station Branch
- Canine Branch

### Patrol Branch

The objective of this Patrol Branch is to provide the community with professional responsible personnel to deal with the everyday concerns of crime prevention, detection and investigation.

This Patrol Branch is responsible for responding to "calls for service" as assigned by the Communications Branch; enforcement of Federal and Provincial Statutes and Municipal By-Laws; control and regulation of traffic; preventive patrolling; submitting required reports; and investigation of motor vehicle collisions and certain criminal offences.

### Station Branch

The objective of this Station Branch is to provide the necessary internal services to supplement the Patrol Branch.

This Station Branch is responsible for the interim detention and care of prisoners; transportation of prisoners to Central Headquarters and/or Court; security of the police building; providing information and assistance to the public by telephone and personal contact; and submitting required reports of minor occurrences.

### Station Branch

The objective of this Station Branch is to provide the necessary internal services to supplement the Patrol Branch.

The Station Branch is responsible for the interim detention and care of prisoners; the transportation of prisoners to Central Headquarters and/or court; security of the police building; providing information and assistance to the public by telephone and personal contact; and submitting required reports of minor occurrences.

### #3 Patrol Division

#3 Patrol Division is commanded by a Superintendent who is responsible for the one Section of the Division. The one Section is:

- Mountain Patrol Section

### Mountain Patrol Section

The Mountain Patrol Section is supervised by two Staff Sergeants who are responsible for the three Branches within the Section. The three Branches are:

- Patrol Branch
- Station Branch
- Airport Branch

### Patrol Branch

The objective of this Patrol Branch is to provide the community with professional, responsible personnel to deal with everyday concerns of crime prevention, detection and investigation.

This Patrol Branch is responsible for responding to "calls for service"; as assigned by the Communications Branch; enforcement of Federal and Provincial Statutes and Municipal By-Laws;

## Canine Branch

The objective of the Canine Branch is to provide the Force with the expertise of a trained and experienced handler and dog to assist in all aspects of Operational Services.

The Canine Branch is responsible for assisting the various Divisions of Operational Services in the prevention and investigation of crime; searching for persons and evidence at crime scenes; apprehension of criminals; and other duties assigned at the discretion of the Communications Branch.

## Kenilworth Patrol Section

The Kenilworth Patrol Section is commanded by an Inspector who is responsible for the two Branches within the Section. The two Branches are:

- Patrol Branch
- Station Branch

## Patrol Branch

The objective of this Patrol Branch is to provide the community with professional, responsible personnel to deal with the everyday concerns of crime prevention, detection and investigation.

This Patrol Branch is responsible for responding to "calls for service" as assigned by the Communications Branch; enforcement of Federal and Provincial Statutes and Municipal By-Laws; control and regulation of traffic; preventive patrolling; submitting required reports; and investigations of motor vehicle collisions and certain criminal offences.



control and regulation of traffic; preventive patrolling; submitting required reports; and investigations of motor vehicle collisions and certain criminal offences.

#### Station Branch

The objective of this Station Branch is to provide the necessary internal services to supplement the Patrol Branch.

This Station Branch is responsible for providing information and assistance to the public by telephone and personal contact; submitting reports on minor occurrences; and security of the police building.

#### Airport Branch

The objective of the Airport Branch is to provide the essential security and protection for the community's airport facility.

The Airport Branch is funded by the Federal Government and all costs for providing Police Services are underwritten by them. The Branch is responsible for maintaining security of the airport facility, as well as arriving and departing flights; enforcement of Federal and Provincial Statutes; submitting required reports; and investigating certain criminal offences.

#### Traffic Division

The Traffic Division is commanded by a Staff Inspector who is responsible for the one Section and three Branches of the Division. The one Section and three Branches are:

- Traffic Supervision Section
  - Breathalyser and Collisions Branch
  - Enforcement Branch
  - Fail to Remain Branch

## Traffic Supervision Section

The objective of the Traffic Supervision Section is to provide the required supervision for the various Branches within the Traffic Division.

The Traffic Supervision Section is comprised in total of supervisors. They are responsible for the direct supervision of the three Branches within the Traffic Division and supplying expert advice in Traffic related matters and legislation.

## Breathalyzer and Collision Branch

The objective of the Breathalyzer and Collision Branch is to provide an expert investigative unit specialized in traffic related matters.

The Breathalyzer and Collision Branch is responsible for preparation, testing and documenting of cases involving drinking drivers for judicial proceedings; follow-up investigations of incomplete motor vehicle collision reports; and supplying information and assistance to the public by both telephone and personal contact.

## Enforcement Branch

The objective of the Enforcement Branch is to reduce the number of lives lost and the amount of damage accrued in motor vehicle collisions through a program of public education and selective enforcement of traffic laws.

The Enforcement Branch is responsible for the utilization of all radar speed detecting devices; providing extra personnel for traffic duties during emergencies or special events; follow-up of incomplete motor vehicle collision reports where personal contact is necessary; escorting of funerals, parades and V.I.P.'s; assisting with functions of the Patrol Division at the discretion of the Communications Branch.

### Fail to Remain Branch

The objective of the Fail to Remain Branch is to solve as many as possible of the numerous "hit and run" collisions within the community.

The Fail to Remain Branch is responsible for the follow-up investigations of "hit and run" motor vehicle collisions; investigations of fatalities involving motor vehicle collisions; and case preparation of fail to remain offenders for judicial proceedings.

### Criminal Investigation Division

The Criminal Investigation Division is commanded by a Superintendent and an Inspector who are responsible for the one Section and five Branches of the Division. The one Section and five Branches are:

- Criminal Investigation Supervision Section
  - General Assignment Branch
  - Coroner's Branch
  - Assault and Domestic Branch
  - Auto Recovery Branch
- Fraud Branch

### Criminal Investigation Supervision Section

The objective of the Criminal Investigation Supervision Section is to provide the required supervision for the various Branches (except Fraud Branch) within the Criminal Investigation Division.

The Criminal Investigation Supervision Section is comprised in total of supervisors. They are responsible for the direct supervision of the General Assignment Branch, the Coroner's Branch, the Assault and Domestic Branch and the Auto Recovery Branch; assignment of cases to the personnel of these Branches; and directing investigations at major crime scenes.

### General Assignment Branch

The objective of the General Assignment Branch is to reduce the number of criminal offences while aggressively pursuing and bringing to justice those persons who commit criminal acts.

The General Assignment Branch is responsible for investigating all crimes against persons and property (as described in Supervisory and Command Directive #3/73); executing warrants of arrest; and preparing witness statements, exhibits and cases for judicial proceedings.

### Coroner's Branch

The objective of the Coroner's Branch is to provide specialized and efficient investigations in cases of "sudden deaths".

The Coroner's Branch is responsible for the co-ordinating of the investigation of all "sudden deaths" within the community; protecting property of the deceased; summoning Coroner's juries and generally assisting the Coroner in all aspects pertaining to culpable and non-culpable deaths.

### Assault and Domestic Branch

The objective of the Assault and Domestic Branch is to provide specialized expertise for the investigation of certain criminal offences.

The Assault and Domestic Branch is responsible for the follow-up investigation of major assaults; missing persons; indecent assaults; child abuse; domestic problems; and service of Unified Family Court warrants.

### Auto Recovery Branch

The objective of the Auto Recovery Branch is to reduce the number of auto theft occurrences through a combined program of public education and diligent investigative techniques.

The Auto Recovery Branch is responsible for all investigations involving theft of motor vehicles; "stripping" of parts from vehicles; manipulation of vehicle identification numbers; and the preparation of witness statements, exhibits and cases for judicial proceedings.

### Fraud Branch

The objective of the Fraud Branch is to reduce the number of fraud occurrences through a combined program of public education and diligent investigative techniques.

The Fraud Branch is responsible for investigating all cases involving fraudulent cheques; fraudulent use of credit cards; counterfeit money and securities; and business frauds. This Branch has its own supervisor who reports directly to the Inspector of the Criminal Investigation Division.

### Special Services Division

The Special Services Division is commanded by a Staff Inspector who reports to the Chief of Police through the Staff Superintendent of Operational Services (as illustrated on the Organization Chart). The Staff Inspector is responsible for the two Sections and one Branch within the Division. The Sections and Branch are:

- Crime Prevention Section
- Vice Section
- Intelligence Branch



## Crime Prevention Section

The Crime Prevention Section is supervised by a Staff Sergeant who is responsible for the two Branches within the Section.

The two Branches are:

- General Assignment Branch
- Community Services Resource Branch

### General Assignment Branch

The objective of the General Assignment Branch is to reduce all types of crime through a series of programs of public education and services.

The General Assignment Branch is responsible for the assessment of crime trends; development of liaison with the news media for police and public uses; planning and implementing public education programs; keeping the police administrative staff informed of the public feelings of operational methods; co-ordinating public speaking engagements by police officers; conducting public tours of the police facilities; and planning special police events for public consumption including "Police Week".

### Community Services Resource Branch

The objective of the Community Services Resource Branch is to provide a communications link between the police administration and all members of the community.

The Community Services Resource Branch is responsible for communicating with the general public and special interest groups to deal with reports of discrimination, harassment and racial tensions; and designing programs in response to public comments, suggestions, praises and criticisms.

## Vice Section

The Vice Section is commanded by an Inspector who is responsible for the two Branches within the Section. The two Branches are:

- General Assignment Branch
- Drug Control Branch

### General Assignment Branch

The objective of the General Assignment Branch is to reduce the number of offences associated with gaming and morals.

The General Assignment Branch is responsible for the investigation, enforcement, exhibit control and case preparation for those offences contained in Part V of the Criminal Code associated with disorderly houses; Provincial Statutes and Municipal By-laws associated with lottery licensing; and the Liquor License Act.

### Drug Control Branch

The objective of the Drug Control Branch is to reduce occurrences of drug abuse.

The Drug Control Branch is responsible for the investigation, enforcement, control of exhibits and case preparation of all drug offences associated with the Narcotic Control Act and the Food and Drug Act; public education of drug abuse; and documenting drug offences with the Department of National Health and Welfare.

### Intelligence Branch

The objective of the Intelligence Branch is to provide the Force with information and services relevant to criminal activities.

#### Intelligence Branch - Continued

The Intelligence Branch is supervised by a Staff Sergeant who reports directly to the Staff Inspector of the Special Services Division. The Intelligence Branch is responsible for maintaining current dossiers on organized crime subjects; installing and monitoring of authorized private communication interceptions; collection and dissemination of raw intelligence data; and providing to other Divisions of Operational Services the support of technical and tactical surveillance.



## CONCLUDING COMMENTS

The challenges facing the police in the 1980's are formidable. The impact wrought by justice reform, changing public attitudes, permissiveness, technology, and last, but by no means least, economic constraint, have already appeared to a greater or lesser extent. The effect on law enforcement will require that police services be highly attuned and adaptable to these imminent changes.

Also, new concepts in policing, many of which are, as yet, in the embryo or emergent state, will challenge the very bases on which policing has been provided for more than 150 years. Long standing principles of prevention, deterrence, investigation, organization, etc., will require that the principles and practices of the past be subjected to drastic changes; if not complete metamorphosis.

The police officer of the '80's will emerge as a part social scientist, part public relations officer, and part protector of persons and property. He/she will need to be an intelligent, highly trained and motivated individual, scientifically selected, screened and cultivated to ensure his/her role compatibility. As such, the police officer will enjoy salaries, benefits and incentives, far in excess of former levels - thus requiring effectiveness standards and productivity levels which balance the attendant high cost of policing.

Technological development, and the substantial investment therein will be essential, proportionate to the mobility of offenders, computer crime, and the highly sophisticated and syndicated criminals, and their all-pervasive and ominous influence on our society.

It has been the objective of this review to demonstrate that the challenges of policing, currently and in the 1980's, are being and will be, best met by the consolidated manpower, equipment, resources and organizational characteristics of regionalized policing.

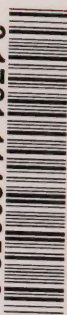












3 1761 11469053 0